

# Sample Material Of Public Administration (Paper -2) Study Kit



[WWW.UPSCPOTAL.COM](http://WWW.UPSCPOTAL.COM)

For Any Query Related to  
Public Administration or  
This Programme call Course  
Director - **+91 7827687693**  
**(10 AM to 7 PM)**

[www.upscportal.com](http://www.upscportal.com)



# Contents

---

<b>1. EVOLUTION OF INDIAN ADMINISTRATION .....</b>	<b>1</b>
<b>KAUTILYA'S ARTHASHASTRA .....</b>	<b>1</b>
Principle of Unity of Command .....	1
Division of Work .....	1
Principle of Coordination .....	1
Job Classification .....	1
Planning and Budgeting .....	2
Decentralization .....	2
Welfare State .....	3
Evaluation .....	3
Attention from Political Philosophy to Political Science .....	3
Kautilya and Machiavelli .....	4
Kautilya and Max Weber .....	4
<b>THE MUGHAL ADMINISTRATION .....</b>	<b>5</b>
Military in Nature .....	5
No Sharing of Authority .....	5
Central Administration .....	6
Provincial and District Administration .....	6
Conclusion .....	7
<b>LEGACY OF BRITISH RULE IN POLITICS AND ADMINISTRATION .....</b>	<b>8</b>
Portfolio System .....	9
Introduction of Local Self-Government .....	10
Administrative Reforms of 1919 .....	11
Administrative Reforms of 1935 .....	11
<b>INDIANIZATION OF ADMINISTRATION .....</b>	<b>12</b>
Federal Structure .....	12
Parliamentary System .....	13
District and Local Administration .....	13
Secretariat System .....	14
Public Services .....	14
Rule of Law .....	15
Administrative Procedures .....	15

Contents

<b>2. PHILOSOPHICAL AND CONSTITUTIONAL FRAMEWORK OF GOVERNMENT .....</b>	<b>16</b>
<b>SALIENT FEATURES OF INDIAN ADMINISTRATION .....</b>	<b>17</b>
<b>VALUE PREMISES .....</b>	<b>19</b>
The Preamble .....	19
We the People .....	19
Sovereign .....	19
Concepts of Justice, Liberty, Equality and Fraternity .....	20
Equality of Status and Opportunity .....	20
Fraternity .....	20
Socialist .....	20
Secular .....	20
Fundamental Rights .....	21
Assessment .....	22
Implication for the Administration .....	22
Directive Principles of State Policy .....	23
Implication for Administration .....	23
Fundamental Duties .....	24
<b>CONSTITUTIONALISM .....</b>	<b>24</b>
Meaning .....	25
Example of Descriptive Use .....	25
Example of Prescriptive Use .....	25
Constitutionalism vs. Constitutional Questions .....	26
Features of Constitutionalism .....	27
Constitution and Constitutionalism .....	29
Democracy and Constitutionalism .....	29
Criticism .....	29
Constitutionalism in India .....	30
<b>POLITICAL CULTURE .....</b>	<b>30</b>
Political Culture as Shared Paradigms .....	30
William Stewart: Eight Political Cultures .....	31
Political Culture as Political Philosophy .....	32
Type of Political Culture Almond & Verba—Three pure types of Political Culture .....	32
Lijphart .....	32
<b>BUREAUCRACY AND DEMOCRACY .....</b>	<b>33</b>
Weber on Bureaucracy vis-a-vis Democracy .....	33
Marxists .....	33
The Question Mark in Developing Societies—Fred Riggs and Palobara .....	33
Eva Etzioni-Halevy's Thesis on Bureaucracy vis-à-vis Democracy .....	34
Safeguards against Bureaucratic Threat to Democracy .....	36
<b>BUREAUCRACY AND DEVELOPMENT .....</b>	<b>37</b>
Five Year Plan .....	37

Contents

Approach to Five Year Plan, (1974-1979).....	38
Planning Commission .....	38
State Level Public Administration .....	39
Local Governments .....	39
Experts and Specialistis .....	40
Public Administration acquire New Skills & Knowledge.....	40
People's Participation .....	40

---

**3. PUBLIC SECTOR UNDERTAKINGS ..... 40**

---

**PUBLIC SECTOR IN MODERN INDIA ..... 41**

Meaning of Public Enterprise .....	41
Kinds of Public Undertakings .....	42
Reasons for Government Participation in Economic Activities .....	42

**FORMS OF PUBLIC SECTOR UNDERTAKINGS ..... 42**

Departmental Undertakings .....	42
Merits .....	43
Demerits .....	43
Government Company .....	44
Merits .....	45
Demerits .....	45
Public Corporations .....	45
Merits .....	46
Demerits .....	46
Comparison of the forms of governmental Undertakings .....	47
The Administrative Reforms Commission I .....	48
Assessment .....	48

**PROBLEMS OF AUTONOMY OF PUBLIC UNDERTAKINGS ..... 49**

**PROBLEMS OF ACCOUNTABILITY OF PUBLIC UNDERTAKINGS ..... 49**

**PROBLEMS OF CONTROL OF PUBLIC UNDERTAKINGS ..... 51**

Ministerial Control .....	51
Parliamentary Control .....	52
Control through Specialised Agencies .....	54
Bureau of Public Enterprises .....	55
Liberalisation .....	56
Globalisation .....	56
Privatisation .....	57
Impact .....	58

---

**4. UNION GOVERNMENT AND ADMINISTRATION..... 58**

---

**EXECUTIVE ..... 59**

The President .....	59
Salary and Allowances .....	60
Vacancy in the Office .....	60

## Contents

Impeachment Procedure .....	61
Election of the President .....	61
Mode of Election .....	62
Power of the President .....	63
Executive Powers .....	63
Legislative Powers .....	64
Financial Powers .....	66
Judicial Power .....	66
Emergency Powers .....	66
Consequence of the Proclamation .....	67
Consequences of Proclamation of Emergency under Article 356 .....	67
Financial Emergency .....	68
Consequences of Financial Emergency .....	68
Criticism of the Emergency Powers .....	68
The Supreme Court and President .....	69
Steps to Curb President's Power-Amendment of Article 74 of Constitution .....	69
Some Basic Issues .....	70
Dissolution of Lok Sabha .....	70
Dismissal of a Government .....	70
President of India .....	71
Charges of Corruption .....	71
Position of the President .....	72
Can there be President's Rule at the Centre? .....	75
Vice-President .....	76
Assessment .....	76
Prime Minister .....	77
Appointment .....	77
Prime Minister as the head of the Council of Ministers .....	78
Prime Minister and Parliament .....	79
Prime Minister and his Party .....	79
Prime Minister and the People .....	80
Link between President and the Cabinet .....	80
Spokesman of the Government on Foreign Policy .....	80
Prime Minister's Control over Intelligence Agencies .....	81
Administrative and Executive Functions of the Prime Minister .....	82
Council of MinistersComposition .....	83
The Council of Ministers and the Cabinet .....	84
Functions of the Cabinet .....	85
Executive Functions .....	85
Cabinet Committees .....	87
Organisation of Committees .....	88
Evolution of Cabinet Committees in India .....	88
Gopalswamy Ayyangar Committee's Report .....	88
Adhoc and sub-Committee .....	88

## Contents

Observations of the Comptroller and Auditor General (CAG).....	89
Recommendations of the Administrative Reforms Commission I .....	90
Position of the Prime Minister in the Cabinet System .....	91
<b>THE PARLIAMENT .....</b>	<b>95</b>
Sessions of Parliament .....	96
Conduct of Business and Legislative Procedure .....	96
Members of Parliament .....	97
Officers of the Houses .....	97
Assent to Bills .....	97
Parliamentary Privileges .....	98
Functions of Parliament .....	99
Parliamentary Sovereignty .....	99
Performance of Indian Parliament over the Years .....	100
Measures to Improve the Working of Indian Parliament .....	101
<b>THE JUDICIARY .....</b>	<b>102</b>
Independence of Judiciary .....	102
Functions of the Supreme Court .....	103
Original Jurisdiction (Article 131) .....	103
Appellate Jurisdiction (Articles 132 to 136) .....	103
Advisory Jurisdiction .....	104
Supreme Court as a Court of Record .....	104
Appeal by Special Leave .....	104
Writ Jurisdiction .....	104
Judicial Review .....	104
Judicial Activism .....	105
Public Interest Legislation (PLI) .....	106
Relationship between the Legislature and the Judiciary .....	107
<b>CABINET SECRETARIAT .....</b>	<b>108</b>
Evolution .....	108
Organisation .....	110
Functions of the Cabinet Secretariat .....	111
Role .....	112
Cabinet Secretary .....	113
Role of the Cabinet Secretary .....	115
Administrative Reforms Commission(I) and the Cabinet Secretariat .....	117
Prime Minister's Office Functions .....	117
Organisation .....	118
Evolution of PM's Secretariat/Office .....	119
Role of PMO .....	119
Conclusion .....	123
Prime Ministerial System in India .....	124
<b>THE CENTRAL SECRETARIAT .....</b>	<b>124</b>
Evolution of the Central Secretariat .....	125

## Contents

Functions of the Secretariat .....	126
Advantages of Split System .....	127
The Present Status .....	127
Rules of Business .....	128
Central Secretariat: Structure and Secretariat Officials .....	129
Tenure System .....	130
Central Secretariat Service (CSS) .....	132
Office Service .....	133
Central Secretariat Stenographers Service .....	133
Central Secretariat Clerical Service (CSCS) .....	133
Criticism of the Secretariat .....	134
Desk Officer Concept .....	137
<b>MINISTRIES AND DEPARTMENTS .....</b>	<b>137</b>
<b>APEX/INDEPENDENT OFFICE .....</b>	<b>140</b>
Ministry of Home Affairs .....	140
Organisation .....	140
Functions .....	141
Ministry of Finance .....	142
History .....	142
Organisation .....	142
Department of Economic Affairs .....	142
Department of Expenditure .....	143
Department of Revenue .....	143
Department of Financial Services .....	143
Ministry of Personnel, Public Grievances and Pensions .....	144
Organisation .....	144
Functions .....	144
<b>BOARDS AND COMMISSIONS .....</b>	<b>144</b>
The Classification of Boards and Commissions .....	145
<b>ATTACHED OFFICES .....</b>	<b>148</b>
Organisation of Attached Offices .....	148
Functions .....	148
Relationship between the Attached and Subordinate Offices .....	148
<b>FIELD ORGANISATIONS .....</b>	<b>149</b>
Pattern of Relationship between the Secretariat and the Field Office .....	150
Field Organisation in Operation .....	152
<hr/>	
<b>5. PLANS AND PRIORITIES .....</b>	<b>154</b>
<hr/>	
<b>MACHINERY OF PLANNING .....</b>	<b>154</b>
(a) Perspective Targeting .....	154
(b) Formulation of Guidelines .....	154
(c) Preparation of the Approach Paper .....	154
(d) Publication of the Draft Plan .....	154

Contents

(e) Finalization of the Plan .....	154
(f) The Phase of Implementation .....	155
(g) The Exercise of Evaluation .....	155
<b>ROLE, COMPOSITION AND FUNCTIONS OF THE PLANNING COMMISSION .....</b>	<b>155</b>
Administrative Reforms Commission and Planning Commission .....	155
Functions .....	156
Planning Commission and Prime Minister .....	156
Compositions .....	157
Role of the Planning Commission .....	158
Changing Role of the Planning Commission .....	159
<b>NATIONAL DEVELOPMENT COUNCIL .....</b>	<b>160</b>
Evolution .....	160
Functions .....	160
Composition .....	161
Role of the National Development Council .....	161
The Issues of 'Centralism' and Consensus .....	162
Changing Role of the National Development Council .....	163
<b>INDICATIVE PLANNING .....</b>	<b>164</b>
Planning Under New Economic Policy adopted in 1990 .....	164
<b>PROCESS OF PLAN FORMULATION AT UNION LEVEL .....</b>	<b>165</b>
<b>PROCESS OF PLAN FORMULATION AT STATE LEVELS .....</b>	<b>166</b>
The Functions of the Planning Board .....	167
Planning Machinery .....	167
Evaluation of District Planning .....	168
Tension Areas in Centre-State Planning Relations .....	168
Issue Areas and Suggestions .....	169
The Rationale .....	170
<b>CONSTITUTIONAL AMENDMENTS (1992) AND DECENTRALIZED PLANNING FOR ECONOMIC DEVELOPMENT AND SOCIAL JUSTICE .....</b>	<b>170</b>
<b>UNION-STATE RELATIONS .....</b>	<b>173</b>
Legislative Relations .....	173
Administrative Relations .....	176
(a) Governor as Agent of Centre .....	176
(b) Implementation of Central Laws .....	176
(c) States to Entrust Functions to the Union .....	177
(d) All India Services .....	177
(e) Power of Adjudication .....	177
(f) Inter-State Comity .....	178



## Contents

(g) Commissions against State Chief Ministers .....	178
(h) Constitutional Bodies/Institutional Arrangement for Consultation .....	179
(i) Planning Commission .....	179
(j) Consultation Through Conferences .....	179
Financial Relations .....	180
(a) The Scheme of Distribution of Sources of Revenue .....	180
(b) Grants-in-Aid .....	181
(c) Power of Borrowing .....	182
(d) Financial Emergency .....	182
(e) Control by the Comptroller and Auditor General of India .....	182
Tension Areas in Practice .....	182
<b>ROLE OF THE FINANCE COMMISSION .....</b>	<b>183</b>
Composition .....	183
Functions .....	184
Duration of the Commission .....	184
Role of the Finance Commission .....	184
<b>GOVERNOR .....</b>	<b>185</b>
Why an Appointed Governor and not an Elected One? .....	185
Appointment of the Governor .....	186
The Appointment of the Governor: Suggestions .....	186
Role of State Government in Selection of Governor .....	187
Power and Functions of the Governor .....	188
The Governor possesses executive, legislative and judicial powers .....	188
Discretionary Powers of the Governor .....	190
Critical Assessment of the Governor's Discretionary Powers .....	192
The Dual Role of the State Governor .....	192
Constitutional Head of State .....	192
Governor as the Agent of the Centre .....	193
Position and Role of the Governor Before 1967 .....	194
Position and Role of the Governor After 1967 .....	194
Recommendation of the ARC .....	195
<b>CHIEF MINISTER .....</b>	<b>196</b>
Appointment of the Chief Minister .....	196
Powers and Functions of the Chief Ministers .....	197
Chief Minister and the Legislature .....	198
Relationship between the Governor and Chief Minister .....	198
Actual Position of the Chief Minister .....	199
<b>COUNCIL OF MINISTERS .....</b>	<b>201</b>
Organisation .....	201
Functions .....	202
<b>STATE SECRETARIAT .....</b>	<b>203</b>
Meaning .....	203
Organisation .....	203

Contents

Functions .....	204
General .....	204
Financial Matters .....	204
Service Matters .....	205
Criticism of the Secretariat .....	205
<b>CHIEF SECRETARY .....</b>	<b>205</b>
Appointment of the Chief Secretary .....	206
Functions and Role of Chief Secretary .....	206
Functions .....	207
(i) As the Principal Adviser to the Chief Minister .....	207
(ii) As Secretary of the Cabinet .....	207
(iii) As the Head of the Civil Service .....	207
(iv) As the Coordinator .....	207
(v) As Channel of Communication .....	207
(vi) As the Secretary of the Zonal Council .....	208
(vii) Residuary Functions .....	208
<b>DIRECTORATES .....</b>	<b>209</b>
Nomenclature .....	209
Organisation .....	210
Functions of the Department/Directorate .....	210
Relationship between the Secretariat and Field Departments .....	210
<hr/>	
<b>7. DISTRICT ADMINISTRATION SINCE INDEPENDENCE .....</b>	<b>212</b>
<hr/>	
<b>CHANGING ROLE OF THE COLLECTOR .....</b>	<b>212</b>
Evolution of the Office of Collector .....	212
The Collector: Appointment and Service Conditions .....	213
Functions of District Collector .....	213
Land Revenue .....	213
Maintenance of Law and Order .....	214
Developmental Function .....	215
Other Functions .....	216
Decline in Importance .....	218
Need of an Effective Co-ordinator .....	219
<b>UNION-STATE-LOCAL RELATIONS .....</b>	<b>221</b>
Three Models .....	221
Recent Trends in Constitutional Development in India .....	222
<b>IMPERATIVES OF DEVELOPMENT MANAGEMENT .....</b>	<b>223</b>
<b>IMPERATIVES OF LAW AND ORDER ADMINISTRATION .....</b>	<b>224</b>
<b>DISTRICT ADMINISTRATION AND DEMOCRATIC</b>	
<b>DECENTRALISATION .....</b>	<b>225</b>
<hr/>	
<b>8. CIVIL SERVICES .....</b>	<b>228</b>
<hr/>	

Contents

<b>CONSTITUTIONAL POSITION .....</b>	<b>228</b>
<b>STRUCTURE.....</b>	<b>229</b>
Classification since Independence .....	230
The Third Pay Commission and Classification .....	231
1. All India Services .....	231
2. The Central (Union) Services .....	231
The Central Service Group A .....	231
Group 'B' Services .....	233
Group 'C' Services .....	234
Group 'D' Services .....	234
Critical Estimate .....	235
<b>RECRUITMENT TO CIVIL SERVICES.....</b>	<b>235</b>
Recruitment Agencies .....	237
<b>TRAINING AND CAPACITY BUILDING .....</b>	<b>238</b>
Deficiencies .....	240
<b>GOOD GOVERNANCE INITIATIVE .....</b>	<b>240</b>
(a) E-Governance .....	240
(b) Right to Information Act, 2005 .....	241
(c) Unique Identification Number .....	242
(d) Single Window System .....	242
<b>CODE OF CONDUCT AND DISCIPLINE.....</b>	<b>242</b>
Disciplinary Action .....	243
Purpose of Punishment .....	244
Procedure .....	244
Right to Appeal .....	245
<b>POLITICAL RIGHTS .....</b>	<b>245</b>
<b>GRIEVANCE REDRESSAL MECHANISM.....</b>	<b>247</b>
Instruments .....	247
Indian Practice .....	247
Lokpal and Lokayukta .....	248
Lokayukta .....	248
The Central Vigilance Commission .....	249
<b>STAFF ASSOCIATIONS .....</b>	<b>250</b>
Idea .....	250
Object .....	250
<b>CIVIL SERVICE NEUTRALITY.....</b>	<b>252</b>
<b>CIVIL SERVICE ACTIVISM .....</b>	<b>253</b>
Political Rights of Civil Servants .....	254
Safeguards .....	254
<hr/> <b>9. FINANCIAL MANAGEMENT .....</b>	<b>256</b>

Contents

<b>BUDGET AS A POLITICAL INSTRUMENT .....</b>	<b>256</b>
<b>PARLIAMENTARY CONTROL OF PUBLIC EXPENDITURE .....</b>	<b>256</b>
Questions .....	256
Resolutions .....	257
Motions .....	257
Adjournment Motion .....	257
Debates and Discussions .....	257
Calling Attention Motion .....	258
Specific Methods of Financial Control .....	258
Annual Financial Statement .....	258
Consolidated Fund .....	258
Money Bill .....	259
Demands for Grants .....	259
Supplementary, Additional or Excess Grants .....	260
Cut Motions .....	260
Appropriation Bill .....	261
Vote on Account .....	261
Vote of Credit .....	261
Reappropriation .....	261
Control Through Committees .....	261
Public Accounts Committee .....	262
Composition .....	262
Functions .....	262
Estimates Committee .....	263
Functioning of the Committee .....	263
Committee on Public Undertakings .....	263
Functions .....	264
<b>ROLE OF FINANCE MINISTRY IN MONETARY POLICY AND FISCAL POLICY AREA .....</b>	<b>264</b>
<b>ACCOUNTING TECHNIQUES .....</b>	<b>265</b>
<b>AUDIT .....</b>	<b>266</b>
Meaning .....	266
United Kingdom .....	266
United States .....	267
India .....	267
Separation of Accounts from Audit .....	268
Case for Separation .....	268
Case against Separation .....	269
Implementation of the Scheme of Separation of Accounting from Audit .....	270
<b>ROLE OF COMPTROLLER AND AUDITOR GENERAL OF INDIA .....</b>	<b>271</b>
History .....	271
Appointment and Conditions of Service .....	271
Powers and Duties of CAG .....	272

Contents

Audit Report .....	273
Audit against Rules and Orders .....	273
Audit Against Propriety .....	273
Criticism .....	274
Position of the C.A.G .....	275
<b>ROLE OF CONTROLLER CENTRAL OF ACCOUNTS .....</b>	<b>276</b>
Overview of the Organization .....	276
Overview of Accounts .....	276
<hr/>	
<b>10. ADMINISTRATIVE REFORMS SINCE INDEPENDENCE .....</b>	<b>278</b>
<hr/>	
<b>MAJOR CONCERNS .....</b>	<b>278</b>
(a) Efficiency and Economy .....	278
(b) Specialization .....	278
(c) Effective Coordination .....	278
(d) Administration and Development of Public Personnel .....	278
(e) Integrity in Public Service .....	279
(f) Responsiveness and Public Accountability .....	279
(g) Decentralization and Democratization .....	279
<b>IMPORTANT COMMITTEES AND COMMISSION .....</b>	<b>280</b>
Central Administration .....	280
Police Reforms .....	281
Rural Local Administration .....	281
Urban Local Administration .....	282
<b>REFORMS IN FINANCIAL MANAGEMENT AND     HUMAN RESOURCES DEVELOPMENT .....</b>	<b>282</b>
The Administration Reform Commission (1966-70) .....	282
The Sarkaria Commission on Centre-State Relations .....	284
The Economic Administration Reforms Commission .....	284
The Chief Ministers' Conference, 1997 .....	284
Expenditure Reforms Commission, 2001 .....	284
<b>PROBLEMS OF IMPLEMENTAION .....</b>	<b>285</b>
<hr/>	
<b>11. RURAL DEVELOPMENT .....</b>	<b>287</b>
<hr/>	
<b>INSTITUTIONS AND AGENCIES SINCE INDEPENDENCE .....</b>	<b>287</b>
National Rural Employment Guarantee Act (NREGA) .....	288
Swarnjayanti Gram Swarozgar Yojana (SGSY) .....	288
Indira Awaas Yojana (IAY) .....	288
National Social Assistance Programme (NSAP) .....	288
Integrated Watershed Management Programme (IWMP) .....	289
National Land Records Modernization Programme (NLRMP) .....	289
<b>RURAL DEVELOPMENT PROGRAMMES: FOCI AND STRATEGIES</b>	<b>292</b>
Employment Creation .....	292

Contents

Planned spending on Agriculture .....	292
Housing for Poor .....	292
Social security and Pension .....	292
Rural road connectivity .....	292
Provision of credit at reasonable rates .....	293
Public distribution system .....	293
<b>DECENTRALIZATION &amp; PANCHAYATI RAJ .....</b>	<b>293</b>
<b>73RD CONSTITUTIONAL AMENDMENT .....</b>	<b>295</b>

---

**12. URBAN LOCAL GOVERNMENT .....** 297

---

**MUNICIPAL GOVERNANCE: MAIN FEATURES, STRUCTURES,  
FINANCE, PROBLEM AREAS, 74TH  
CONSTITUTIONAL AMENDMENT .....** 297

Municipal Council .....	297
Notified Area Committee (NAC) .....	298
Town Area Committee (TAC) .....	298
Township .....	298
Cantonment Board .....	298
Single - Purpose Agencies .....	299
Housing Boards .....	299
Improvement Trusts .....	300
Finance .....	300
Planning .....	301
The District Planning Committee (DPC) .....	301
Metropolitan Planning Committee (MPC) .....	301
Problem Areas Scarcity of Financial Resources .....	302
Law Effectiveness .....	302
Excessive State Control .....	302
Postponement of Elections .....	303
Unplanned Urbanization .....	303
Low Level of Participation .....	303
Ineffective Leadership .....	303
Structural Lacunae .....	304

**GLOBAL- LOCAL DEBATE .....** 304

Thinking Global .....	304
Acting Local .....	305

**NEW LOCALISM .....** 305

New Localism and Old Localism .....	305
An Emerging Governance Principle .....	305
Complexity .....	306

**DEVELOPMENT DYNAMICS .....** 308

The Importance of Transparency and Right to Information .....	309
---	-----

Contents

**POLITIC AND ADMINISTRATION WITH SPECIAL REFERENCE TO  
CITY MANAGEMENT ..... 309**

Neutral Competence .....	309
Political Guidance and Legislative Insight .....	310
Autonomy .....	310
Internal Competition .....	310

---

**13. LAW AND ORDER ADMINISTRATION ..... 312**

---

**BRITISH LEGACY ..... 312**

**NATIONAL POLICE COMMISSION ..... 312**

Political Interference in Police Work .....	315
Statutory Tenure of Service .....	315
Selection of Chief of Police .....	315
Transfer/Suspension Orders .....	315
Guidelines for Avoidance of Vexatious Arrests .....	315
Examination of Witnesses .....	316
Compounding Offences .....	316
Intimation about Arrest .....	316
Use of Third Degree Methods .....	316
Attendance of Witnesses .....	317
Psychological Tests .....	317
Evaluation during Training .....	317
Control of the District Magistrate .....	317
Causes of Poor Police Public Relations .....	317
Vertical Communication in Police .....	317
Victims of Crime .....	318
Need for Transparency .....	318
Women Police .....	318
Creation of Central IPS Cadres .....	318
Police Commissionerate System for Major Cities .....	318
Separation of Investigating Staff from Law and Order Staff .....	318
Management of the Police Force .....	319
Central Law for Armed Police Forces .....	319
Establishment of an All India Police Institute .....	319
Enactment of a Model Police Act .....	319
Response to NPC's Recommendations .....	319

**INVESTIGATIVE AGENCIES ..... 320**

**ROLE OF CENTRAL AND STATE AGENCIES INCLUDING  
PARAMILITARY FORCES IN MAINTENANCE OF LAW & ORDER AND  
COUNTERING INSURGENCY AND TERRORISM ..... 320**

Central Bureau of Investigation .....	320
Indo-Tibetan Border Police .....	321
Border Security Force .....	321

## Contents

Assam Rifles .....	321
National Security Guards .....	321
Central Reserve Police Force .....	321
Rapid Action Force .....	322
Central Industrial Security Force .....	322
Other Police Organisations and Institutions .....	322
Bureau of Police Research and Development (BPR&D) .....	322
National Crime Records Bureau .....	322
Central Finger Print Bureau (CFPB) .....	322
Directorate of Forensic Science (DFS) .....	323
National Institute of Criminology and Forensic Science (NICFS) .....	323
Central Forensic Science Laboratory (CFSL), CBI .....	323
Directorate of Coordination Wireless Police (DCPW) .....	323
Narcotics Control Bureau .....	323
<b>CRIMINALISATION OF POLITICS AND ADMINISTRATION .....</b>	<b>323</b>
Reasons .....	323
Developments .....	324
Suggestions .....	324
<b>POLICE – PUBLIC RELATIONS .....</b>	<b>325</b>
Police Public Interface Core Issues .....	325
Some Experiments .....	325
People’s Expectations .....	326
Community Policing .....	326
<b>REFORMS IN POLICE .....</b>	<b>328</b>
Political Interference in Police Work .....	330
Statutory Tenure of Service .....	330
Selection of Chief of Police .....	330
Transfer/Suspension Orders .....	330
Guidelines for Avoidance of Vexatious Arrests .....	331
Guidelines Regarding Use of Handcuffs .....	331
Examination of Witnesses .....	331
Compounding Offences .....	331
Intimation about Arrest .....	332
Use of Third Degree Methods .....	332
Attendance of Witnesses .....	332
Psychological Tests .....	332
Evaluation during Training .....	332
Control of the District Magistrate .....	332
Causes of Poor Police Public Relations .....	333
Vertical Communication in Police .....	333
Victims of Crime .....	333
Need for Transparency .....	333
Women Police .....	333



## Contents

Creation of Central IPS Cadres .....	333
Police Commissionerate System for Major Cities .....	333
Separation of Investigating Staff from Law and Order Staff .....	334
Management of the Police Force .....	334
Central Law for Armed Police Forces .....	334
Establishment of an All India Police Institute .....	334
Enactment of a Model Police Act .....	334
Response to NPC's Recommendations .....	334
Suggestions .....	334
Administrative Reforms Commission-II: Recommendations .....	335

---

### **14. SIGNIFICANT ISSUES IN INDIAN ADMINISTRATION ..... 337**

---

<b>VALUES IN PUBLIC SERVICE .....</b>	<b>337</b>
Draft Public Service Bill, 2007 .....	337
Public Service Values .....	337
<b>REGULATORY COMMISSIONS .....</b>	<b>338</b>
The Regulatory State .....	338
Uniform Regulatory Framework .....	338
<b>NATIONAL HUMAN RIGHTS COMMISSION .....</b>	<b>339</b>
Functions .....	340
Powers Relating to Inquiries .....	341
Autonomy of the Commission .....	341
Major Initiatives .....	342
<b>ADMINISTRATION IN COALITION REGIMES.....</b>	<b>343</b>
<b>CITIZEN-ADMINISTRATION INTERFACE .....</b>	<b>345</b>
Modes of Interaction Between Citizens and Administration .....	345
The State's Responses Towards Participation .....	346
Citizens' Charter Initiative .....	347
<b>CORRUPTION AND ADMINISTRATION.....</b>	<b>348</b>
The Ombudsman .....	350
Parliamentary Commissioner .....	351
The Administrative Courts .....	351
The Indian Scenario .....	351
<b>DISASTER MANAGEMENT .....</b>	<b>352</b>
Definition .....	354
Evolution of Disaster Management in India .....	354
Disaster Management during British Administration and Post Independence .....	354
List of various Disasters .....	354
Prevention and Mitigation .....	355
Preparedness and Response .....	355
Recovery, Reconstruction and Rehabilitation .....	356
Capacity Development .....	357
Financial Arrangements .....	357

## Chapter – 2

# PHILOSOPHICAL AND CONSTITUTIONAL FRAMEWORK OF GOVERNMENT

### BUREAUCRACY AND DEVELOPMENT

- ✓ Five Year Plan
- ✓ Approach to Five Year Plan, (1974-1979)
- ✓ Planning Commission
- ✓ State Level Public Administration
- ✓ Local Governments
- ✓ Experts and Specialistis
- ✓ Public Administration acquire New Skills & Knowledge
- ✓ People's Participation

The topic of 'bureaucracy and development' is of profound significance both for the academic seeking to unravel the developmental phenomenon in societies inhabited by nearly two-third of the world's total population and for the country as a whole. At the same time, the subject is multidimensional, being amenable to discussion from a variety of angles and perspectives. While not underrating the validity and worth of such disquisitions, it seeks to address itself to questions, such as what peculiar challenges public administration in general, and bureaucracy in particular, are likely to face in India in the context of development as embodied in the nation's most authentic developmental blueprint, namely the Fifth Five Year Plan. One should, therefore, turn to the latter to gain a more stable appreciation of the changes demanded in, and challenges encountered by the bureaucracy as well as by the larger political system.

### Five Year Plan

The official document entitled "Approach to Fifth Plan (1974 – 1979)" made only a passing mention of public administration as a factor for consideration in determining the size of the plan including the scale of activities proposed to be taken up during the five-year period. This should be somewhat amazing. Experience has invariably shown that public administration itself has been a severe limiting factor in the implementation of our successive plans. Indeed, as public administration has emphatically emerged as the dominant pipeline for the carrying out of the policies and programmes, its revealed efficiencies, shortcomings and inadequacies in this respect ought to be of concern to all, more so to the planners themselves. Although the plan document makes a brief mention of this in its concluding part, it is more of a postscript or a tailpiece than an integrated thought. It observes: "An antiquated structure and the leisurely procedure are incompatible with the fulfillment of the plan tasks. Attention needs to be given towards evolving an administrative set up and modes of functioning which can meet the challenge of the plan. Professionalism in administration must be promoted. The administrator must have capability and the initiative to provide active leadership rather than merely react to the views and actions of others. He must be accountable for results. There is need for visible improvement in the management and operation of the public sector."

### Approach to Five Year Plan, (1974-1979)

It mostly takes public administration for granted while formulating them; it is assumed that the various objectives visualized in the plan are capable of being accomplished by the existing machinery of public

**Click Here for Full Information:**

<http://www.upscportal.com/civilservices/study-kit/ias-mains-public-adminstration>

administration. It tends to overlook-or, at any rate, does not recognize-that public administration itself might be a limiting factor in development and could be one of the scarcest resources. Implement ability does not seem to be its concern; it has, for that matter, hardly bothered earlier plans either.

## Planning Commission

Inadequacy of the administrative input in the plan could perhaps be explained, to a degree, by the background of the top planners and the highly selective consultation which *Yojana Bhawan* engages in with outside expertise. The Planning Commission is an experts' body, but it includes within its own fold but one kind of expertise-that is, economics, while it is unquestionably true that the economic component of our plan should necessarily be very large, the plan is evidently much more inclusive in its range and character. There are, in addition, distinct administrative, political and sociological dimensions of the plan as well, to mention only a few. The Planning Commission should have, therefore, consciously set out to seek the contribution which these disciplines too are capable of making. None of them has ever found any representation on the Planning Commission. While there has been a panel of economists to advise the Commission on economic aspects of the plan there is none seeking the counsel of other social scientists-political scientists (including students of public administration), sociologists, etc. Not unnaturally, this imparts an impression that there is an absence of awareness in the *Yojana Bhawan* of the possible contribution which these disciplines may make and of its own internal

inadequacy in regard to the knowledge in these social sciences in general and public administration in particular. There are, to be sure, professional administrators on the staff of the Planning Commission. But they, as a rule, do not-nor are they expected-to *advise* on the administrative input of the plan. Similarly, the politicians have been associated with the Planning Commission but, they, as a class, remain inevitably engrossed in or preoccupied with matters relating to the day-today politics.

The political leadership must set an example to others by its devotion to public interest, integrity, hard work, sincerity of purpose, austerity and firmness. As the government in a welfare state inevitably emerges as perhaps the biggest spender of money and dispenser of favours, and an elite glued to these propensities mushrooms threatening to render socialism a topic of public discussion but an instrument of private benefits. This ought to be guarded against. The political leadership must spell out clearly what it would like to accomplish, and in this articulation there must not be left any room for ambiguity or ambivalence.

One may also suggest a suitable strengthening, both qualitative and quantitative, of the political wing of the government. Each ministry should have, in addition to the minister, a few junior ministers, depending upon the nature, variety and volume of work.

The political leadership should, with crusader's zeal, address itself to the task 'of laying down, in full consultation with the civil service, clearly defined policies, preparing time-bound programme compatible with these policies, and overseeing their implementation in accordance with the time schedule. The point regarding need for utmost clarity in the enunciation of policies cannot be overemphasized. It is fairly well known by now that not much headway could be made in implementing the much-talked-about land reforms in the country, the failure for this lying not as much in administrative ineptitude as political indecisiveness, irresolution or-which is even more probable-disbelief in the professed programmes themselves. At the same time, public administration can be expected to remain efficient and sensitive to popular aspirations only when it remains under constant political surveillance, control and guidance.

---

Click Here for Full Information:

<http://www.upscportal.com/civilservices/study-kit/ias-mains-public-adminstration>

Full realization of the objectives laid down in the plan document depends, in decisive way, upon the competence, participation and cooperation of all three levels of government in the country-the central, the state as well as the local governments. Although this should look self-evident-it is the age of cooperative federalism-its special mention is absolutely necessary in the present paper in view of not sufficient attention having been bestowed on this aspect in the past. It is absolutely necessary that each plan is firmly backed by an appropriate administrative plan detailing measures of strengthening of the administrative apparatus of the land.

## State Level Public Administration

The State level public administration is necessarily to be called upon to bear the brunt of the new tasks, and therefore, will have to be considerably strengthened, both in terms of quality and quantity, so that it becomes an apt instrument for undertaking programmes of development. A series of measures are imperative; the states are well advised to scan the reports of the nearly twenty administrative reforms committees, set up by them from time to time since 1947, and to see that the urgent reforms are swiftly carried out. The well known tenure system which operates rather erratically at present needs to be enforced more systematically. Not only should a civil servant coming to the central government on a tenure revert to the state (or, service) of his posting after completion of his spell of duty, the tenure system should also be applied in an orderly way within a state itself, ensuring regular exchange of personnel between the field and the headquarters. Meaningful training programmes should be organised for state level personnel in various areas to improve their functional proficiency.

## Local Governments

Nor should reform of local governments rural as well as urban-remain shelved, as has generally happened in most states so far. Local government will necessarily have to be involved more meaningfully, more closely and more widely in the efforts at development. It would be good if the states go through the various reports, about twenty in number, having bearing on this subject and quickly implement the necessary reforms.

## Experts and Specialistis

The Plan more than any that has preceded it, demands a wide range of expertise, and skills in public administration. To recruit persons possessing these and to place them in positions without loss of time, suitable structural changes in the civil service would seem urgently called for. A much larger number of experts and specialists will necessarily have to be inducted into the civil service and their role and place in the generalist-dominated syndrome of bureaucracy has to be appropriately reorganized. Measures towards enhancement of administrative capabilities at all levels of government and all along the hierarchy must be formulated and put in operation *right now* without any further waiting. Stress may here be laid on the need for experts and specialists acquiring administrative experience and training to enable them to move into positions of administrative responsibilities in various areas and levels of government.

Bureaucracy, at any rate, a considerable segment of it, is under an inescapable obligation to inculcate a disposition towards work in the field more especially in the rural areas and amongst the vulnerable sections of the population. The rural and the social administrator bears a crucially important responsibility in putting through the various programmes of action. This demands structural and procedural changes in public

---

Click Here for Full Information:

<http://www.upscportal.com/civilservices/study-kit/ias-mains-public-adminstration>

administration and attitudinal changes in the bureaucracy. A broadening of the social base of the latter would also seem necessary.

## **Public Administration acquire New Skills & Knowledge**

A mention must be made about public administration required under the market economy to which India is committed since the nineties. Administrative tasks and responsibilities will not shrink under liberalisation correct view would be to say that the role of the state would change from 'steering' to 'rowing'. Public administration's role is now move of facilitator and trouble shooter. Public administration must acquire new skills and knowledge. Bodies like the Telecom Regulatory Authority of India and SEBI would be setup in many areas under privatisation gets under why.

## **People's Participation**

Popular urges and aspirations must be continually led into public administration at all levels. Significant in this regard is the need for increased and more meaningful participation of citizens and interest groups in the processes of governmental policy-making and its implementation. Finally and most importantly, political skill and administrative energy should be ceaselessly directed to convert what has been called 'soft state' into 'hard state'. As Gunnar Myrdal observes: "This stands out as a significant feature among other conditions that together make a country underdeveloped. Without more social discipline, development will meet great difficulties and, in any case, be delayed. The term 'soft state' is understood to comprise all the various types of social indiscipline which manifest themselves by deficiencies in legislation and in particular law observance and enforcement, a widespread disobedience by public officials on various levels to rules and directives handed down to them, and often their collusion with powerful persons and groups of persons whose conduct they should regulate. Within the concept of the soft state also belongs corruption. These several patterns of behaviour are interrelated in the sense that they permit or even provoke each other in circular causation having cumulative effect."

## **FOR MORE PURCHASE OUR STUDY KIT**

[HTTP://WWW.UPSCPORTAL.COM/CIVILSERVICES/STUDY-KIT/IAS-MAINS-PUBLIC-ADMINSTRATION](http://www.upscportal.com/civilservices/study-kit/ias-mains-public-adminstration)

For Any Query Related to Public Administration or This Programme  
call Course Director - **+91 7827687693 (10 AM to 7 PM)**

---

Click Here for Full Information:

<http://www.upscportal.com/civilservices/study-kit/ias-mains-public-adminstration>

# Online IAS Coaching for Public Administration Mains - 2013

- 100% Syllabus Covered
- 5 Days Free Trial Classes
- Course Duration 90 Days



**For Any Query call Our Course Director +91 7827687693 (10 AM to 7 PM)**

## Online IAS Coaching for Public Administration for IAS Mains – 2013

### Structure of The Course:

1. Public Administration Online Reading Material (with both Discussion forum and Answer evaluation page support)
2. Slide Presentation of the Summary of Every Chapter
3. Summary of Administrative Committees Recommendations (National and International) like Santhanam Committee on prevention of corruption, Sarkaria Committee, Punchhi Commission, Baswan Report and many more.
4. Gist of Selected Journals of IIPA (Indian Institute of Public Administration, New Delhi) of last 25 years (As per your requirements in the exam, which we know better)- This section will help you to improve your quality of answers of comments and long and short questions.
5. Categorized Unit and Sub-Unit Wise Question Papers of Public Administration of last 24 years
6. Solved papers of Public Administration of IAS-Mains of last 2 years
7. Case Studies on Public Administration-Collected from National and International Journals and Newspapers - Examples of case studies improve the quality of your long answers.
8. List of Useful Diagrams and Charts- While answer writing in Public Administration always pictorial presentations with explanations (of Diagrams and Charts) pay rich returns. We will provide you the list of few diagrams and charts with explanation and on the same pattern you have to develop exhaustive list.
9. Strategy and Suggested Reading - It is full of tips on areas of emphasis, caution while reading and writing ,how to write the answer (?) and Suggested Reading on Public Administration.
10. Overview of Main Linkages- In Public Administration in your answer you have to form linkages from five to six topics. This is shortest key to get high score in Public Administration. We will provide you the list of few main linkages and on the same pattern you have to develop exhaustive list.

**For Any Query Call our Course Co-Ordinators at: 011 – 45041881**

**For More Information Click Here**

**<http://upscportal.com/civilservices/courses/ias-mains-pub-ad>**