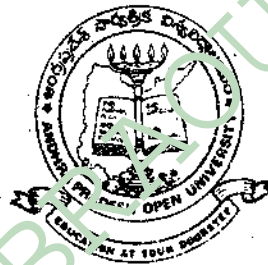


Public Administration

INDIAN ADMINISTRATION



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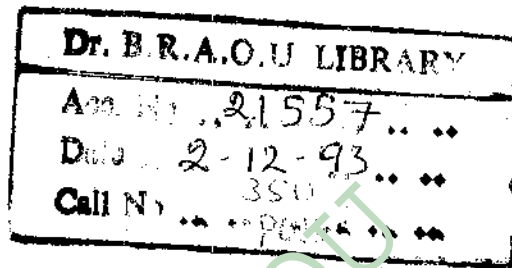
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INTRODUCTION TO THE COURSE

Development - improvement in the quality of life of people - poses a major challenge to policymakers, and administrators in the developing countries. In all these countries the administrative system has an important role in bringing the fruits of development to all the people. The study of Indian Administrative system helps us to appreciate its role in nation building. With this view the course in Indian Administration is conceived.

This book deals with the topics in Indian Administration included in the syllabus for the Second Year of the B.A. course offered by the Andhra Pradesh Open University. These topics generally cover the 'core' area of the subject to be studied in the Second year of the Three Year Degree Course in Public Administration. The syllabus for the sake of convenience is divided into Blocks each of which comprises a number of Units. Each Block generally covers a specific area of the subject.

At the end of this book; Syllabus of the Course a Model Examination paper, Three Assignments and a list of Radio, Audio and Video lessons is enclosed.

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BRAOU

BLOCK - I

EVOLUTION AND CONTEXT OF INDIAN ADMINISTRATION

Block-I consists of six units. In these units the historical evolution of Indian administration is traced. Units 1 to 3 deal with the characteristics of Mauryan, Gupta, Mughul and British administration. Unit 4 gives the position of administration at the time of Independence. It enables to know as to what aspects of British administration were retained in the administration of free India. Unit 5 studies the socio-political and economic context of Indian administration. It deals with these aspects in order to explain the 'constraints of context' on Indian administration. Challenges are thrown not only at the individual but also the organisations. The challenges faced by Indian administration are dealt with in unit 6.

UNIT - 1 : CHARACTERISTICS OF MAURYAN & GUPTA ADMINISTRATION

Contents

- 1.0 Objectives
- 1.1 Introduction
- 1.2 Mauryan Empire
 - 1.2.1 Nature of the State
 - 1.2.2 Administrative Structure
 - 1.2.3 Revenue Administration
- 1.3 Gupta Empire
 - 1.3.1 Administrative Structure
 - 1.3.2 Legal System and Society
- 1.4 Summing Up
- 1.5 Answers to Check Your Progress
- 1.6 Model Examination Questions
- 1.7 Reference Books

1.0 OBJECTIVES

The aim of this unit is to make you understand the distinguishing features of Mauryan and Gupta Administration. After reading this unit you would be able to:

- trace the emergence of Mauryan and Gupta powers;
- identify their important rulers;
- explain the goals of their administration; and
- describe their administrative frame work.

1.1 INTRODUCTION

India has almost continuous tradition of well organised public administration since very early times. The Vedas, Puranas, Epics and the Jataka tales give an indication of the nature and structure of administration, prevalent in Ancient India. However, in Kautilyas' 'Arthashastra' a comprehensive and detailed account of administration in Ancient India is presented. It is evident from the Arthashastra that a well structured administrative system was developed during the reign of Mauryan period. To some writers Arthashastra is an anthology of Political wisdom and theory and art of state craft, scattered in pre-Kautilyan writings, streamlined and reinterpreted by Kautilya in his attempt to construct a separate and distinct science of state craft. Therefore the present discussion on Mauryan and Gupta administration provides us an insight into the details of the 'ancient administrative system'.

1.2 THE MAURYAN EMPIRE

Chandragupta Maurya became emperor succeeding the Nandas in 321 B.C, with the assistance of Kautilya who was his mentor and later Chief Advisor. 'Arthashastra' a treatise on government and political economy was written by Kautilya. He was also known as 'Chanakya'.

Chandragupta Maurya, Bindusara and Ashoka were the important rulers of the Mauryan empire. The empire of the Maurya's established a large area controlled by a single power.

(i) Goals of Administration

To the emperor 'Arthashastra' was the reference book or guide for his administration. For understanding the nature of the administration during the Mauryan period it is necessary to know what the goals of the state were. Broadly the main goals of the state were categorised under three heads. They were:

- (1) Maintenance of public security and welfare,
- (2) Security of the state, and
- (3) Organisation of economic activities.

According to Majumdar, a well known historian, all the functions of the state can be classified under two heads: They are: (i) The constituent functions, and (2) Ministrant functions. The Constituent functions were: maintenance of law and order, security of people and property, and defence against foreign aggression. The Ministrant functions included: provision of welfare services; and moral development of the individual.

1.2.1 Nature of the State

The state was generally monarchical and totalitarian in character. The keystone of the administrative arch was the king who was the fountain head of all authority in the state. The king was also known as 'Swamy': He was the Commander-in-Chief of the Army, Chief Executive Officer, and the ultimate source of all legislations.

The king was advised by an advisory body consisting of 'Amathyas' (Ministers). However, there were limits to the exercise of power by the king.

The main limitations to the exercise of power by the king were:

(i) DHARMA OF THE LAND

In the first place, the king was the law maker but was bound by 'Dharma of the Land'. Another restraint was the fear of rebellion against tyrannical rule.

(ii) POPULAR ASSEMBLIES

The other checks on the exercise of power by the king were the two popular assemblies called 'paura' and 'janapada'. The first Assembly, 'paura' consisted of the representatives of Capital. The second Assembly, 'Janapada'; consisted of the representatives of the rural areas. Learned and experienced persons known for their uprightness were generally taken into these bodies. These assemblies were regarded as channels through which the public opinion about the administration could be ascertained. The policies of the Government were generally placed before these assemblies as for instance, matters like imposition of a new tax, passing of ordinances, introduction of changes in the constitution. These assemblies had the right to review/criticise the actions of the Government and local authorities. They were also vested with the power of punishing Provincial Heads of administration.

(iii) Mantri Parishad

A Council of Ministers called 'Mantri Parishad' was created and each Minister was put in-charge of a subject. The Council of Ministers advised the king on foreign policy and such other important matters. Besides the Council of Ministers, there were a few councillors to advise, guide, warn and exhort the king in all matters of policy.

In administration, according to Kautilya, more emphasis was given to execution rather than activity planning. With the assistance and advice of 'Amathyas' king used to carry on administration. 'Amathyas' included Heads of departments, executives like 'Samantha', members of 'Manthri Parishad' and 'Manthrulu' (Ministers). These officials, who participate in the day to day administration were classified into three categories -

- (i) those who exercise control over the entire administration of the state (Kingdom) sitting with the king at the Head quarters (Rajadhani).

(ii) those who exercise control over the respective province of the state (Kingdom).

(iii) those who exercise control over the rural areas of the Kingdom or state.

Among these three categories, the first one was considered to be the important in the state administration. This category included : 1. Manthri, 2. Purohitudu, 3. Senapathi, 4. Yuva Raju, 5. Damwarikudu, 6. Antharvamsikudu, 7. Prashasta, 8. Samharta, 9. Sannidhata, 10. Pradesta, 11. Nayakudu, 12. Panra Vyavaharikudu, 13. Karmanthikudu, 14. Manthri Parishad Adhyakshudu, 15. Dandapaludu, 16. Durgapaludu, 17. Anthapaludu and 18. Atavikudu. These officials were also known as '*eighteen theerthamulu*'. Each of them was responsible to the king. All other officials were subordinated to these eighteen officials.

According to Sukranitisara, "without ministers matters of state should never be considered by the king alone, since he is not an expert in all sciences and versed in policy. A wise king must always follow the opinions of the members of the council. He must never follow his own opinion. When the sovereign becomes independent of his Council he plans for his ruin. In fact, he loses the State and loses the subjects".

Thus the administration during the Mauryan period functioned on the basis of kings consulting the ministers on important matters. Feudatories constituted another check on the royal power. They had sometimes a determining voice in matters of succession.

1.2.2 Administrative Structure

Though the emperor was the king of the kings, the local rulers were practically independent of control so far as their internal affairs were concerned. The system of government might be described as a limited monarchy. An elaborate government machinery was created during the reign of Mauryan period. Now we shall examine the administrative structures created at the central and at the provincial levels.

(i) Central Level

To carry out constituent and ministrant functions a highly organized and elaborate Government machinery was created. The work was divided among a number of departments and managed by an efficient and highly organized bureaucracy. Percival Spear, one of the distinguished historians of contemporary history, commenting on the administrative structure during the Mauryan period observed that the centralized bureaucracy was efficient and severe. In the words of Smith, another historian, "the centralised bureaucracy could alone hold together tightly its bundle of principalities and regional societies and make the administration effective." Two other institutions, the army and the secret police, supplemented its efforts to ensure the smooth running of the administration.

(ii) Provincial Level

Except the capital, which was under the direct control of the Central Government, the rest of the empire was divided into four provinces. The Head of the Province was the representative of the emperor, who was generally a member of the royal family. The provisions were further divided into '*Janapadas*' and '*Mahajanapadas*' according to their size. The criteria followed in appointing the Heads of Janapadas and Mahajanapadas were the candidate's popularity among the people and ability to manage the government affairs at the local level. The Head of Provincial administration was '*Rajaprathinidhi*' (Viceroy) who was assisted by powerful Ministers who acted like eyes and ears to him. Besides the Rajaprathinidhi, who reported regularly to the king about the happenings in his province, there were also officials who toured the entire Kingdom at the end of every five years to ascertain the public opinion on all aspects of administration and reported to the king. There were also officials to regularly inspect the expenditure and income. Functional Heads like officials in charge of land revenue, different cesses, statistics, adjudication of disputes and maintenance of birth and death records were also appointed. These officials were the most important functionaries of the Mauryan administration.

The Head of each Department mentioned above functioned from the capital. The emperor used to get feed-back about different aspects of administration from the Heads of Departments. An interesting aspect of Mauryan administration was the appointment of special officers, '*Dharma Maha Matras*', whose main job was to undertake an extensive tour of Provinces, and Janapadas to assess the impact of governmental policies, to receive complaints from the public about administration and to report them to the king. Another responsibility of the Dharma Maha Matra was to uphold the moral standards of the people.

Salaries of officials and expenditure on public works took away a sizeable portion of the income. Nearly one third of the total revenue was reserved for these public works which covered a wide range of activities. These include the maintaining of buildings and roads, wells and rest houses, irrigation projects, army, mines, and grants of the king to religious institutions and individuals.

(iii) Local Government

Local government under the Mauryan empire has been classified into two types. They were "*Pattana*" and "*Grameena*".

1. *Pattana Palana* (Urban Administration)

According to Kautilya the city administration was kept under '*Nagarikudu*'. For the administrative convenience the city was to be divided into four zones. Each zone was headed by an official known as '*Sthanikudu*'. Each zone was further divided into a number of units comprising 20 to 40 families. To look after the needs and affairs of these families '*Gopudu*' (unit officer) was made incharge. He was to maintain the details of each families income, their

property particulars, land holdings, additions and omissions in the family and so on. Public have to inform about their day's activity whenever necessary to 'Nagarikudu' through 'Gopudu'.

2. Village Administration (Grameena Palana)

The villages having not less than 100 houses and not more than 500 houses were known to be big villages (to-days major Panchayaths). The Head of the village was 'Gramikudu' or 'Grama Swamy'. For village administration 'Gramikudu' and a village committee known as 'Grama Vrudhulu' were responsible together. The village administration used to settle minor (land, property, other) disputes; to maintain law and order; and to attend to welfare activities in the village.

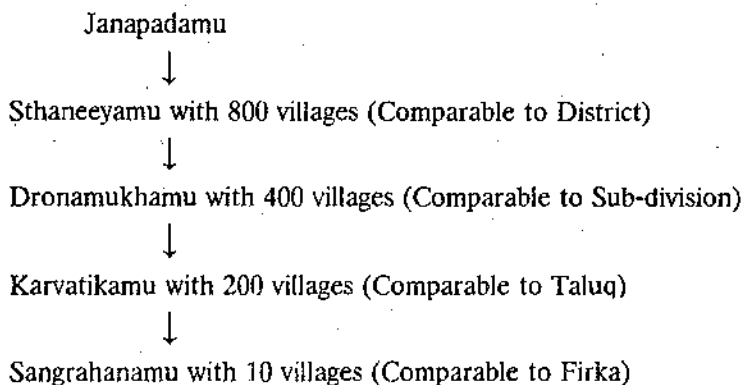
(iv) Espionage System

As has already been pointed out, a fundamental aspect of Mauryan administration was espionage system. Arthasastra advocated the use of spies and suggests that they should work in the guise of house-holders, merchants, ascetics, students etc. Thus the king kept a watch on even the remotest parts of the empire which was found necessary by the Mauryan government.

1.2.3 Revenue Administration

Agriculture was the main occupation of people during the Mauryan period. The majority of the people lived in villages. The interests of artisans were protected by guilds and clubs of merchants called "Srenis". The srenis were required to supply contingents for military service during the wars undertaken by the king. An important source of revenue to the government was the income from agriculture. The other taxes were: tax on artisans and traders and customs duties. The tax on land was assessed directly on the basis of individual agricultural holdings.

For revenue administration 'Janapadamu' was divided into a number of 'Sthaneeyamu', each 'Sthaneeyamu' into a number of 'Dronamukhamu', each 'Dronamukhamu' into a number of 'Karvatikamu' and each Karvatikamu was divided into a number of 'Sangrahanamu'. The following chart gives the full description of the structure.



The village was considered to be the primary unit. For 5 to 10 villages 'Gopudu' was the official, who maintained land revenue accounts, income particulars of individual families, tax

assessment, land records, records of births and deaths, population statistics and so on. He was under the direct control of 'Sthanikudu', who was the incharge of 'Dronamukhamu'. He exercises control and supervision over a number of 'Gopulu'. 'Sthanikudu' was under the direct control of 'Pradesta' who tours 'Sthaneeyamu' to supervise the 'Sthanikulu' and 'Gopulu'.

To conclude the Mauryan administration was characterised by bureaucratic centralization based on the expanding activities of the state. R.S.Sharma a noted historian, observes that "the state control on all spheres of life was justified by the theory of the near absolutism of the king. Religion was cleverly exploited for political ends". Kautilya recommended "a bold and deliberate use of superstition to secure the loyalty of the masses to the State by hoodwinking them".

The first Imperial Government in India ended with the end of Mauryan empire. In later periods the same degree of control and centralization were not noticed.

Check Your Progress - Exercise 1

1. What were the main goals of the Mauryan administration

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2. List out the main checks on the exercise of power by the king

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3. Explain the main functions of Dharma Maha Matra.

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1.3 THE GUPTA EMPIRE

Despite the rise and fall of many kingdoms in the country following the Mauryan period, the rulers did not give up their desire to establish empires. The rule of the Gupta dynasty is often described as an Imperial Government based mainly on geographical considerations. The Gupta age is also referred to as the 'Classical Age' of ancient India. It was during this period that the living standards of the upper classes were the highest. Some historians call it a 'Golden Age'. The important rulers of the Gupta dynasty were Chandragupta, Samudragupta, Chandragupta Vikramaditya and Skandagupta. Let us now examine the place of notable institutions which were created during the Gupta's rule.

(i) THE KING

The king occupied a pivotal position and enjoyed vast powers, immunities and privileges. He often led the armies in wars.

All Viceroys, Governors, important civil and military officials, and ambassadors were appointed by the king and were responsible to him. The king was expected to uphold the 'Dharma' of the land, punish criminals and arrange for proper dispensation of Justice. As the protector and promoter of the culture of the country he was expected to ensure the progress of art, literature, education, religion etc. As in the Mauryan polity there were checks, constitutional and moral, on the arbitrary exercise of power by the king.

The main source from which we have come to know about the Gupta polity and administration is the Allahabad stone inscription. It is interesting to note here that Kalidasa, a famous poet, belonged to this age.

(ii) COUNCIL OF MINISTERS

The king was assisted by a Council of Ministers called 'Mantri Parishad'. No definite record is available of the qualifications of the minister. Some works, like Mudrarakshasa mentioned the office of chief minister who was called in those days, as 'Mantrimukhya'. Another important functionary was 'Purohita' who acted as adviser to the king on all spiritual matters. There were also Ministers in charge of revenue, religion, trade and industry, foreign affairs etc.

The Council was expected to apprise the king of the probable reactions of the people to the various policies implemented or likely to be implemented by him.

(iii) SABHA

There was a popular assembly called 'Sabha' corresponding to the 'Paura' and 'Janapada' of the Mauryan empire. It had vested with the power of choosing a successor to the throne.

1.3.1 Administrative Structure

The Guptas created a well-knit administrative structure. Contrary to the Mauryan administration, Guptas concentrated more on decentralization of administration. This will be clear if we examine the administrative structures at the central, provincial and at the grass-roots level.

(i) Central Level

'Kumaramatyā' occupied an important place at the highest level in the administrative hierarchy. The post of Kumaramatyā resembles that of the Amatya of the Mauryan administration. Evidence also suggests the existence of the post of 'Uparika', though his place in the hierarchy is not definitely known. However, the Uparikas generally looked after the functions of the city council and acted as officers in charge of accounts, which would point to the existence of different classes or grades among the Uparikas. Besides these, there were a number of officials belonging to the imperial and Provincial cadres.

(ii) Provincial Level

For the first time one comes across a systematic organization of provincial administration during the Gupta period. The empire was divided into Bhuktis kept under the overall supervision of the Uparika. There used to be half a dozen 'Bhuktis' in Bengal, Bihar, Uttar Pradesh and Mahdyā Pradesh. Some of them were governed by feudatories who were permitted to rule over their territories even after their merger in the empire. The autonomy enjoyed by these feudatories depended on several factors like size, geographical position and resources of the province. The other parts of the empire were under the direct control of the emperor. These were placed under the charge of Viceroys who were appointed by the emperor and who looked after such functions as maintenance of law and order, protection of territory from foreign aggression and promotion of the welfare of the people. The Bhuktis were divided into 'Visyas' placed under the charge of the Visyapati. This pattern was noticed mostly in the territories governed by the Gupta kings. Elsewhere there were different administrative units such as *desa*, *mandala*, *bhaga*, especially in central and western India.

Another feature of Gupta administration was the existence of District Councils which consisted of representatives of various sections of the society. The members included the presidents of the Guilds in the town, the Mantri Mukhya, the principal artisan and the chief scribe. Thus the members included those who represented the interest of different trades and professions, besides the District officials. Cities like Pataliputra, Ayodha and Ujjain were governed by City Councils. The Head of City Council was known as 'Puroga' or 'Nagara-rakshaka'. The Head of the city administration was appointed by the Governor of the province.

(iii) Village Administration

Unlike the Mauryan administration of villages which kept a close watch on its officials,

the Guptas vested the village administration with a certain degree of autonomy. The State administration during the Gupta period did not exercise any such close supervision as the office of 'Gopudu' did during the Mauryan times. Village affairs were looked after by the village Head man called 'Mahattara' with the assistance of the village elders. The elite of the village too played an important role in the administration. Some Gupta inscriptions show that land transactions were carried out with the consent of the elders and the elite. According to R.S.Sharma, "while the villages in Mauryan times were managed from above, those in Gupta times seem to have been managed from below".

Yet another feature of the Gupta administration was the flourishing of numerous guilds of artisans. The Gupta inscriptions set forth the achievements of the guild system. The guilds of silk weavers and oil presses in Mandasor and Indore respectively are notable examples. The guilds were guided by their customs and practices and the state did not interfere in the administration of guilds. The managers of guilds relied on the coercive authority of the state to check any deviation from guild laws by the members. Thus the guilds looked after the affairs of their members as well as of the towns in which they were situated and to that extent the state was partly relieved of the responsibility of administering the towns.

1.3.2 Legal System and Society

We shall now examine the nature of society and the legal system during the Gupta rule which has been described as the 'Golden Age'.

The society was classified on caste lines. A section of the people who were outcastes used to live on the outskirts of the town. The upper castes never allowed them to interact with them. Some historians considered this policy of 'isolating a section of the population' a stigma on the otherwise glorious reign of the Gupta Dynasty.

The Practice of granting lands to priests and temples was another feature of the Gupta administration. The religious beneficiaries were granted villages to be held in perpetuity and were entitled to enjoy the entire income from the taxes without being required to credit any portion of it to the grantor. A distinguishing feature of land laws was the conferring of administrative powers including magisterial and police powers on these beneficiaries. The villagers placed under the charge of the beneficiaries and to obey their new masters and carry out their orders. Religious and spiritual reasons prompted the rulers to grant lands to them. The beneficiaries carried on the administration of the areas granted to them and exercised effective control over rural community.

Thus a considerable area of administration was managed by feudatories and beneficiaries in the Gupta period. The roots of the institutions of intermediaries (feudal lords) are traceable to this age. Since the feudatories and beneficiaries looked after the administration of a sizeable area in Gupta period, the Gupta rulers did not require as many officials as Mauryans did. The need for an elaborate administrative organisation was further reduced by the participation

of artisans, merchants, the elite and the elders in rural and urban administration. The Gupta dynasty, therefore, was neither in need of an elaborate bureaucracy nor encouraged it. The institutional factors which worked for a fair amount of decentralisation were far stronger in the Gupta period than in the pre-Gupta times.

Let us now examine the legal system. Corporate bodies played an important part in the administration of justice. But the general legal system was the creation of the Brahminical law givers who produced a rich collection of legal texts in the Gupta Age. Laws of the land then were flexible and capital punishment seemed to have rarely been imposed.

Check Your Progress - Exercise 2

1. List out the important institutions of Gupta empire.

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2. Compare the village administrative structure of Guptas with Mauryans.

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3. Why the strength of bureaucracy was less in Gupta period than in Maurayan period.

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1.4 SUMMING UP

The main feature of the Mauryan administrative structure was bureaucratic centralisation based on expanding economic activities of the state. For the first time one hears of the maintenance of large standing armies and an effective administrative machinery for the collection of land revenue. The state control of all spheres of life was justified by the theory of near absolutism of the king. Religion was exploited for political ends. Kautilya's Arthashastra provided the guide-lines for the administration during the Mauryan period. The state was not totally secular during the Mauryan period. The class of land owners and intermediaries was small and did not enjoy administrative privileges or concessions.

The Gupta period marks the beginning of the process of decentralization and the emergence of intermediary landed class between the king and the people. Some delegation of administrative, magisterial and police powers to the landed intermediaries was seen. Feudatories, i.e., those receiving the grant of areas by the king in return for the payment of tax, emerged in this period. The propagation of the divinity of the king also took place during this period. R.S.Sharma aptly commented that "in many ways the Gupta rule marked the beginning of feudal policy which became typical of early medieval India".

1.5 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1.

1. The main goals of the Mauryan administration were :
 - (a) Maintenance of public security and welfare;
 - (b) Security of the state; and
 - (c) Organisation of economic activities.
2. The main checks on the king were :
 - (a) Dharma of the land;
 - (b) Popular assemblies, i.e., PAURA and JANAPADA; and
 - (c) Mantriparishad.
3. Dharma Maha Matra was the one of the special officers created during the Mauryan reign. His main functions were:
 - (a) to tour the provinces, Maha Janapadas and Janapadas to assess the impact of governmental policies, and

- (b) to receive the complaints from the public about administration and to report them to the king.

Exercise - 2

1. The important institutions of Gupta empire were:
 - (a) the kingship;
 - (b) Council of Ministers; and
 - (c) Sabha.
2. See 1.3.1
3. A considerable area of administration was managed by feudatories and beneficiaries in the Gupta period. Artisans, merchants and the elite and elders participated in rural and urban administration. Hence, there was no need for an elaborate bureaucracy in the Gupta period.

1.6 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

1. Explain the characteristic features of Mauryan Administration.
2. In what respects did the provincial administration of Mauryans differ with that of Guptas.
3. Briefly explain the salient features of Gupta polity.
4. Mention the limits to the power of king during the Mauryan period.
5. Describe briefly the village administration during Gupta period.

II. Answer the following in about 15 lines each.

1. Explain the role of popular assemblies.
2. Why did the Guptas make land grants?
3. Mention the functions of Dharma Maha Matra.
4. Compare the village administration of Mauryans with that of Guptas.

1.7 REFERENCE BOOKS

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WRITER : I. RAMABRAHMAM

UNIT - 2 : CHARACTERISTICS OF MUGHAL ADMINISTRATION

Contents

- 2.0 Objectives
- 2.1 Introduction
- 2.2 Important Institutions & Rulers
- 2.3 Structure of Administration
 - 2.3.1 Central Administration
 - 2.3.2 Provincial Administration
 - 2.3.3 Local Administration
- 2.4 Revenue Administration
- 2.5 Institution of Munsabdari
- 2.6 Military Administration
- 2.7 Judicial Administration
- 2.8 Summing Up
- 2.9 Answers to Check Your Progress
- 2.10 Model Examination Questions
- 2.11 Reference Books

2.0 OBJECTIVES

The objective of this unit is to make you aware of the chief characteristics of Mughal Administration. At the end of this unit you will be able to:

- explain different institutions of Mughal Administration, and
- describe its characteristic features.

2.1 INTRODUCTION

After the end of the Mauryan and Gupta Empires, several attempts were made to build up an imperial India with varying degree of success. However, only the Mughals were able to establish an empire. The Victory of Babur at the Battle of Panipat in 1526 led to the foundation of the Mughal rule in India. It is during the half-a-century rule of Akbar the Mughal Government acquired the shape of things and the administrative set up was properly organized. The Emperor, to a large extent, succeeded in bringing to the administration, a certain standard of perfection.

2.2 IMPORTANT INSTITUTIONS

Babur, Humayun, Akbar, Jahangir, Shahjahan and Aurangzeb were the important rulers of the Mughal dynasty. Babur and Humayan the first and second, emperors of the Mughal dynasty, hardly had done anything for evolving a system or pattern which could later develop into institutions. They were too preoccupied with the military conquests of the country to think of anything else. The study of the Mughal empire and its administration starts with Akbar who had build up the entire structure of the Mughal administration. The Mughal administration that was created by Akbar continued to exist in the subsequent period of the Mughal dynasty with a few modifications. Now we shall discuss the important insitutions of Mughal administration, which were closely attached to the king

(i) Role of the King

The Mughal Government was a combination of Indian and foreign elements. Mujumdar described this "the Perso-Arabic system in an Indian setting". The state was military in nature and every officer of the Mughal state had to serve in the army. The king's powers were unlimited. His word was law. He was the supreme authority of the state, head of the government, Commander of the forces, Chief Justice and the Chief Legislator. The scriptures and the Islamic traditions were the only restraining influences on him. However the king could act in defiance of sacred law if he intended to. Abul Fazal a great writer of those times in his monumental work *Ain-i-Akbari* supported the monarchical form of government, with the king at its fountain head. According to Abul Fazal "if royalty did not exist the storm and strife would never subside nor selfish ambitions disappear. Mankind under the burden of lawlessness and lust would sink into the pit of distruction and the whole earth would become a barren waste..... Royalty is a remedy for these..... A king is the origin of stability and possession". It is well known fact that the Hindu writers, chief among them being Manu and to some extent Kautilya attributed divinity to kings. However, writers before Abul Fazal - the early muslim writers - did not attribute any divine element in kings. But according to Abul Fazal the Monarch enjoyed his position becuase of divine will. Further Abul Fazal called for tolerance on the part of the Monarch towards other religions which paved the way for accomodating the people of other religions into the

administrative frame-work of the Mughal empire.

(ii) Jharoka - I- Darshan

A direct contact with people was maintained by the emperor through an institution called Jharokha-I-Darshan. It was an open court held every morning after sunrise in which Hindus and Muslims, high and low, men and women were allowed to present petitions and represent their cases in person. Jharokha- as an institution continued during the reigns of Jahangir and Shahjahan. However, Aurangzeb discontinued this on the plea that the practice amounted to human worship.

(iii) Diwan-E-Khas-O-Am

The second important institution attended by the emperor was Diwan-E- Khas-O-Am in which the routine administration relating to Karkhanas, finance and inspection of animals was undertaken by the emperor. Matters relating to several other departments in the form of reports were generally read out to the emperor in this institution. The bulk of the administration was conducted by the emperor in Diwan-E-Khas-O-Am.

(iv) GHUSAL KHANA

The third institution which was equally important during the Mughal times was Ghusal Khana. It was a mini-darbar in which confidants of the emperor were allowed to consult him on state matters. The king's appearance in the Ghusal Khana provided an opportunity to the ministers and the heads of the departments to advise the king on all the important matters and to express the views which they could not in an open darbar. According to some historians' account, the war councils were also held in this chamber. Thus the emperor used to spend considerable time in transacting the governmental business through these three institutions. Besides the regular work, the Mughal emperor kept day in a week exclusively for administration of justice.

Thus we find the Mughal emperors observing administrative routine through the chambers discussed above, which provided ample scope to them to perform their multifarious duties of the state and supervise the work of officers of various departments. The access provided by the emperor to the people through the Jhoraka appeared to have acted as a check against the oppression of the people by the bureaucracy . The powers of appointment placed in the hands of the monarchs and the constant tours by the emperor seemed to have kept the entire administrative machinery alert. R.C. Majumdar in his work 'An Advanced History of India' stated that "endowed the spirit of benevolent despots" these rulers worked hard for the good of their subjects in one way or another especially in the regions surrounding the central capital and the seats of Viceroyal governments in the provinces. But the state in those days did not take up any welfare work nor interfered with the lives of the villagers so long as they did not defy the royal authority. some historians opined that there were also limits to the emperors authority.

Check Your Progress - Exercise 1

1. List out the important institutions and their functions of Mughal administration (in a tabular form)

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2.3 STRUCTURE OF ADMINISTRATION

The administrative structure of Mughal empire can be divided into three categories, viz., central, provincial and local administration. Let us now first discuss the administrative structure at central level.

2.3.1 Central Administration

Strong foundations were laid for the orderly and efficient administrative structure during the reign of Akbar and some important offices were created to look after the day-to-day administration at the central level. Now we shall examine the important offices and functionaries.

(i) Council of Ministers

A council of four ministers incharge of revenue and finance (Diwan), army (Mir Bakshi) ecclesiastical and judicial (Sadr), factories and stores (Mir Saman) used to advise the king on all important matters. These four ministers were regarded as pillars of the state. They were all of the same rank and status except Diwan or Wazir during Akbar's time. Now we will discuss the powers and functions of the above mentioned ministers in detail.

(A.) *Vakil/Diwan*

The office of Vakil assumed prominence when Bairam Khan, Akbar's guardian/ teacher was occupying it. It gradually lost significance after the dismissal of him.

(Diwan or Wazir was the chief of the Revenue and Finance departments. The rise in power of the Diwans started with the decline of the importance of the office of Vakil. The

Diwans were expected to have a thorough knowledge about the finances of the state including tax administration and warfare. One of the successful Diwans was Raja Todarmal who was instrumental in reforming the tax administration. The Wazir was appointed on a tenure basis and was the Chief Adviser to the Emperor in financial matters. According to U.D.Day, the Finance Department was divided into 9 branches under the charge of the Diwan.

(B.) Mir Bakshi

The head of the military wing was known as the Mir Bakshi who was the principal adviser to the emperor on all matters relating to army, warfare, etc. Beside these the appointment of mansabdars (about whom we shall discuss a little later) was done through Mir Bakshi. As the head of military department he submitted to the emperor particulars of the movement of all offices of state, provincial offices as well as ambassadors and other high dignitaries. The office of Mir Bakshi reminds us to the contemporary intelligence bureau. The security of the emperor also come under him.

(C.) The Sadr

The muslim monarchs saw the advantage in having a department look after religious matters. That was how the Ecclesiastical or Religious Department came about. It was headed by the Sadr in Muslim Turkistan. He was an officer, appointed to "watch over the conduct of the faithful". The main functions of the sadr was to supervise the running of educational institutions, distribution of charities, both cash as well as land grants and also supervision of the judicial department. Institution of scholarships for deserving students, appointment of judges (Quazis and Muftis) were his powers. Elaborate procedures were prepared for granting scholarships and stipends.

(D.) Mir Saman

The Central Government of Mughals had another minister called Mir Saman in charge of stores which was maintained to attend to the requirements of the state as well as the royal palace. The department of the Mir Saman dealt with almost all articles from pearls and precious stones to arms and ammunition. The Mughals maintained large Karkhanas in the central capital as well as in the provincial capitals and these subjects came under the administrative control of the Mir Saman. The Mir Saman was assisted by the Estate Officer, Head Accountant, Officer in charge of Artisans, cashiers and men in charge of Materials.

Akbar divided the powers among his four ministers equally. This reduced the influence of the ministers further. He made occasional appoint of officials to report to him about the misuse of power by the ministers. Above all the personal supervision and vigilance of the emperor was the greatest check over the ministers.

Thus, the central administration during the Mughal period was characterised by centralization with the Emperor acting as the Chief Executive of the government authority. The emperor's active

interest in administration was testified by his personal appearance through various institutions. The emperor was assisted by four ministers. Let us now discuss the provincial administrative system.

2.3.2 Provincial Administration

The provincial administrative set-up was almost a replica of the Central administrative structure. The empire was divided into a number of Subah's (Provinces or states) for the sake of administrative convenience. Their number varied. During Akbar's regime the empire was divided into 15 provinces. Jahangir created 2 more and made them 17. Shahjahan further increased them to 22. However Aurangzeb re-divided them into 21. The boundaries and sub-divisions of the Subahs were not rigid and changes were frequent. Some was major Subahs and some were minor Subahs.

The Subahs were divided into a number of Sarkars (District) and these sarkars further sub-divided into Paraganas. Paragana means a group of small villages.

(i) Administrative Structure at Subah Level

The Head of the province was called Subahdar who was the vice-regent of the monarch and held the over-all administrative responsibility of the province. Next to him in the hierarchy was the Diwan. Between the Subahdar and the Diwan the functions and powers were shared. While the Diwan was entrusted with the responsibility of revenue, civil affairs, justice, general supervision over the office of the Sadr the Subahdar was endowed with executive and defence powers and was the Chief Executive of the province. The other important functional heads include the Bakshi, the Sadr, the Mi. Adl, the Kotwal, the Mir Bahr and Waqia Nawis (Official recorder)

We shall now discuss some of the important officials at Subah or Provincial level.

(A.) Subahdars

The first official at Subah level is Subahdar. These provincial Subahdars were appointed by their respective superiors in charge of the departments at the centre. The appointment orders listed out the responsibilities and the scope of the Subahdar's work besides instructions on his public and private conduct.

The army of the province was under his command. The welfare of the people, was one of his responsibilities. He was vested with executive magisterial powers. All other officers of the province came under his administrative control.

(B.) The Provincial Diwan

The second officer in the hierarchy was Diwan who was not necessarily subordinate to

the Subahdars but an officer of equal status. The duties of the Diwan were to collect revenue, adjudicate land disputes and initiate administrative measures to increase and improve cultivation. The difference between the Subahdar and the Diwan over administrative matters were referred to the Emperor. The Diwans maintained records pertaining to the executive department, revenue department, Jagirdar lands, a list of irrigation wells, inams etc. He was assisted by four officials appointed by Central Government who included a secretary called Peshkar, office superintendent called Darogha, Head clerk called Munsif and Treasurer called Tabsildar, Daftar khana and eight other officials appointed by the provincial Subahdar in charge of various subjects.

The provincial Diwan was placed in unique position in the Mughal administrative system. The Diwan occupied the same status and position in financial matters as Subahdar in executive matters. The two kept watch over each other's activities and sent their reports to the Emperor independently.

(C.) The Sadr

He was appointed by the Central Government and was primarily responsible for looking after the religious interests of the state. Administration of stipends for the needy and financial assistance to scholars were his other duties.

(D.) The Qazi

The judicial department was placed under the Qazi of the province, however, the Sadr used to act also as the Qazi of the province and in that capacity recommended the names of persons for appointment as District Judges. There were instances when these two offices were administered by two different persons.

(E.) Bakshi

As discussed earlier the administration of vast army, plus the management of Mansabdari system increased the importance of the office of Mir Bakshi at the centre. The functioning of mansabdars and the army in different parts of empire necessitated the posting of deputies to the Mir Bakshi at the provinces for liaison with the Central government. The duties of the Bakshi include recruitment of soldiers, maintenance of troops, holding test operations, enforcing discipline among the defence personnel, inspection of animals belonging to the army, arranging payment of salaries to the soldiers, mansabars etc.

The Mir Bakshi played an important role in the appointment of Bakshis. the Bakshis were entrusted with the responsibility of intelligence, with the help of agents they used to send the reports to the Mir Bakshi on the activities of the various dignitaries and the public who would in turn report the essence of information to the emperor.

2.3.3 Local Administration

As we have seen earlier, the provinces were divided into Sarkars which were further divided into Paraganas. There was no fixed number of Sarkars and Paraganas as delimitation of areas was frequent. The Sarkars and Paraganas were neither completely military nor revenue divisions. Both of these subjects were combined in the administrative duties and responsibilities of the officers in their divisions. Now let us first discuss the functionaries and their functions at Sarkar level.

(i) Sarkars (Districts)

The notable officials in the Sarkars (district) included Faujdar, Amil, Kotwal and Qazi. A brief mention of the powers and functions of these personalities will enable us to know their place in the Sarkars.

(A.) Faujdar

The executive head of the Sarkar was called Faujdar. His primary duty was to maintain law and order and extend cooperation to the Amil in collecting the revenue and to guard the frontiers and villages of his Sarkar. He was expected to keep the army in good condition, sometimes the office of the Faujdar was used to suppress dissent to the Emperor's rule. He was given charge of a contingent of armed police. Destroying the strongholds of lawless elements, rebel forces, guarding the roads and protecting the revenue payers etc., were some of his duties. The Faujdar was also expected to crush disaffection, and discontentment among the army. The use of the word Faujdar however does not connote only executive headship but also implies the position of commander of a military force.

(B.) Amil or Amalguzar

Next to the Faujdar was Amil or Amalguzar in the Sarkar who was put in charge of the entire revenue department and functioned under the direct supervision and control of the provincial Diwan. One of the interesting functions of the amil was to establish direct contact with the agriculturists to bring more land under cultivation. Several incentives for increasing agricultural productivity were offered which included loans on easy rate of interest and recovery in easy instalments etc. Sufficient discretion was allowed to these officials to assess the loan requirements and in assessing the paying capacity of the cultivators. Besides these the amil was to send a monthly report to the imperial Court on the conditions of the people, the jagirdars, the neighbours' activities, discontentment among people, market prices, state of the poor, rents on various lands, census etc. So the office of Amil was an important link in the Mughal administration. The central government protected its economic interests and kept itself abreast of the various developments in the empire through its nominee, Amil.

The other important functionaries of the Sarkar besides the Faujdar and Amil were Kotwal and Qazi.

(C.) Kotwal

The Magisterial functions of the Sarkar were performed by an officer called Kotwal. We find evidence about the existence of the office of kotwal even before the mughals.

The kotwal was a police officer of the city/town responsible for the law and order. He was also incharge of weights and measures besides regulating markets. Further, the kotwal also acted as a magistrate in trying criminal cases. Thus the kotwal's main business was to preserve peace and public security in the urban areas.

(D.) Quazi

The principal duty of the Qazi was administration of justice. The funds earmarked for religious purposes and the department of clothing for the poor were also kept under his charge. Besides these the collection of religious-taxes like Zakat and Jaziyah were entrusted to him. Thus the non-judicial functions made the qazi an important functionary at the Sarkar level and also increased the vulnerability for corruption.

(ii) Paraganah

A group of villages combined into a unit was called paraganah. Perhaps 'Block' is the nearest word to describe Parganah. As discussed elsewhere in this lesson the Paraganah was the next important unit of administration after Sarkar (District).

The administrative set-up of the Paraganah consisted of three important officials; the executive head Shiqdar, the head of revenue Amil and Quamungo. These officials were assisted by treasurers, clerks, patwaris and peons.

The Shiqdar combined in himself the functions performed by Faujdar and Kotwal at the Sarkar level. He was in charge of law order as well as criminal justice. The Shiqdar represented the government at the paraganah. Another duty was to assist the Amil in the realization of revenue from defaulters using even force sometimes. Collection of Census data was also entrusted to him.

The Amil and Quamungo were officers primarily engaged in survey, settlement and collection of revenue. The Amil was expected to be in direct touch with the peasantry. He was also empowered to punish the miscreants.

The Qazi was another important official associated with administration of justice at the Paraganah level.

Thus we find an elaborate system of administration during the time of Mughal rule in India. Many historians pointed out that the structure of the village as a self-sufficient unit was not disturbed. Further many writers held that through the institution of panchayats, order was maintained. The village-headman exercised general supervision, settled disputes, performed

policing functions and collected revenue. The 'Patwari' was village accountant who kept records of the cultivators and types of crops sown. The registers/records maintained by the village headman were considered accurate.

Check Your Progress - Exercise 2

1. write a brief note on the functions of ministers.

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2. who were the important functionaries at Subha level?

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3. State in brief, the functions of officials at Sarkars level.

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2.4 REVENUE ADMINISTRATION

The Mughal Rulers maintained a grand court, a huge army, a dignified nobility and a very high standard of their personal living and they needed lot of money and in order to mobilise the resources they taxed the people in all possible ways. The share of the indirect taxes in the total revenue was higher than the direct taxes. 'Jiziya' and 'Zakat' were the two direct taxes. Naturally the burden of indirect taxes was more on the poorer sections of society than on the

rich. Mughal's sources of revenue could be divided into two... *central* and *local*. The local revenue was derived from a host of petty taxes on trade, occupation and transport. The central revenue was collected through land revenue, Jiziya, Zakat, a part of war-booty, 'Monopolies, salt-tax, customs and mines. Land revenue accounts for the largest source of revenue and the yield from other taxes was small compared to land revenue. There was evidence that the Mughal rulers recognised the cultivators' ownership of the land. However according to many historians though the peasant was recognised as the owner of the soil there were restrictions on his rights to dispose of the land in the way he liked. This peculiar position had been explained by Irfan Habib in his work. 'The Agrarian' System of Mughal India' "in one sense the land belonged to the peasant in another the peasant belonged to the land".

Land Taxes

By land revenue it must be understood that it was a tax on the crop during the Mughal period. It represented a claim on behalf of the state to share of the actual crop. Earlier the yardsticks of assessment were primitive. A tax called 'Kankut' (grain estimate) was in vogue. It was changed to Zabt (measurement) later which was an annual measurement. During Akbar's reign the Zabt system practically covered the entire region under his control. It should, however be noted that even in areas where the 'Zabt' was the standard system the other methods of assessment like Kankut continued in use in certain villages or certain crops. Nearly a half of the produce of the important food grain crops was paid by the cultivators as tax to the government. Due allowance was made for harvest failures in tax assessment. Allowance was also made for hallow lands for tax exemption with an upper limit (12 per cent of sown area). The regulations were also made for grant of taqavi (strength giving) loans to enable the peasants to buy seeds and undertake cultivation. The objective of imposing land tax was maximization of revenue. Positive measures like helping the cultivators in extending the area of cultivation, and providing irrigation facilities were initiated for the same pupose.

Miscellaneous taxes

As already pointed out, in addition to land tax there were a number of other taxes which varied from locality to locality. However, it would seem that the total amount collected under these miscellaneous taxes had not exceed 25 per cent of the land revenue. The *Jiziya tax* introduced by Aurangazeb in 1679 added a new burden. Irfan Habib in his work 'Agrarian Relations and Land Revenue During Mughal Times' stated that the "Jiziya was equal to about a month's wages of an unskilled urban labour and was thus undoubtedly a heavy imposition". The intermediaries like Jagirdars played an important role in assessing and collecting taxes, though the sole claimant to the land revenue was theoretically the emperor.

The Jagirdars were given areas temporarily. They were of a small ruling class. As already mentioned, for purposes of revenue collection the empire was divided into Subhas, Sarkars and Paraganahs (union of some villages). The emperor, by and large, showed leniency and

consideration to the peasant in collecting the revenue. Commenting on the over-all working of the revenue administration, Majumdar, a well known historian, opined that "though the lower revenue office especially those in the outlying provinces and districts, were not above corruption and malpractices, the highest were, on the whole, just and statesmanlike with few exceptions".

Some relaxations

The farmers were given a certain amount of security and the fluctuations of the state revenue were controlled. The ryots were not evicted from their holdings for default of payment. According to some historians the demand at the rate of one third of the produce as land tax was not high compared to one sixth of the total produce prescribed by the Hindu law as the farmers to some extent were compensated by the state with the abolition of remission of various taxes.

Check Your Progress - Exercise 3

1. What were the sources of revenue of Mughal administration?

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2.5 THE INSTITUTION OF MANSABDARI

The Mughal system of administration had a highly bureaucratized hierarchy of officials, called Mansabdars. Percival Spear, a writer, noted that the two features common to the Mughal and later to the British administration are reliance on foreign personnel in their administrative system and the practice of nomination. The Mansabdar system evolved during the Mughal period provided an opportunity to younger nobles a career in the empire. The Mansabdars were arranged in thirty three grades in the first instance from the commander of ten thousand to a commander of five thousand. The salary and status of Mansabs were determined by the rank they were given. The post was not hereditary. Appointment and promotion of the members was the exclusive prerogative of the emperor and rank in itself did not confer the right to office. The members of this institution were essentially a service forming a pool of officers available for civil and military service. The Mansabs were expected to maintain contingents, cavalry, elephantry etc., for imperial service indicated by their command and they were paid a salary in cash for their services. Though foreigners dominated, the Hindus were also given an opportunity to work in this service. Thus the Mansabdars manned all the higher provincial posts and were the major instruments of the imperial will.

Within the Mansabdar system there were two ranks. These were Zat and Sawar ranks. According to Blackman, 'Zat' rank refers to the troops which a Mansabdar was to maintain and 'Sawar' refers to the number of horses under the command of a Mansabdar. Zat more or less indicated the rank of Mansabdar. If Sawar was added, that Mansabdar was offered an allowance for maintaining extra horsemen. These Mansabdars constituted an important element in the military organization. It was also stated by many historians that the Mughals depended on Mansabdar and the troops maintained by them. It must be remembered that the Mansabdari services did cut across the civil and military departments as they held both military and civil posts. Thus these two services were combined into one.

Check Your Progress - Exercise 4

1. What do you understand by the term Mansabdari?

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2.6 MILITARY ADMINISTRATION

Broadly, the armed forces were divided into four divisions, infantry, cavalry, elephantry and artillery. The most efficient contingent of the army was organised at the capital and was used only when the emperor went on war. Majumdar stated that the history of the Mughal army was largely the history of the Mansabdari system. Percival Spear wrote that Akbar had 12,000 horsemen for any emergency in addition to 7,000 young noblemen (Ahadis) who in general hailed from the aristocracy. A large troop of elephants was maintained which was used for transporting artillery in the war. Finally, the most important of what they maintained was the newly acquired artillery to deal quickly with the average rebel strongholds and break the walls of the strongest castles.

The Mughal army had its own defects. It was not a national army but a mixture of diverse elements each following their own peculiar methods. The soldiers did not owe their allegiance directly to the emperor but were loyal to their immediate superiors (for instance mansabdars). The Mughal faced many problems on account of various omissions and commissions of their army.

Check Your Progress - Exercise 5

1. Why the history of Mughal army regarded as the history of Mansabdari system?

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2. List out the defects you noticed in the Mughal army.

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2.7 JUDICIAL ADMINISTRATION

The judicial system evolved during the Mughal period rested on the belief that providing justice to the people was the primary duty of the monarch. Justice was based on the Islamic Law (Shariat).

The administration of justice received priority during the Mughal and a network of courts from the lowest court at the Paraganah level to the highest imperial court with various units at different levels was established.

The emperor's court was the highest court in the empire and he tried both civil and criminal cases and was the final court of appeal in the empire. He was assisted by Qazi-Ul-Quzat and other jurists of his court. The emperor's court in Mughal times was quite popular and the public approached the emperor for redressal of grievances. There were also separate courts for revenue in those days. Thus we find an elaborate system for administration of justice during the Mughal period.

Check Your Progress - Exercise 6

1. Why was the emperors's court popular in Mughal times?

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2.8 SUMMING UP

In quite a few respects the Mughal administrative system was considered as a pioneer in the administrative history of India. The foreign influence was quite considerable on the Mughal administrative system. According to some historians the ideas of Imperial apparatus of government had their origins in the Persian system. The Mughals established in India an all pervading orderly administration.

The Mughal rule was considered as a trend-setter of administrative centralisation with the emperor acting as the chief of governmental authority. Compared to ancient Indian administration, the Mughal system had a highly centralized provincial administration too. A uniform pattern of administrative system, coinage and the use of official language prevailed throughout Northern India. According to many historians the Mughal emperors generally kept themselves away from interfering in the day to day administration of the provinces and also villages. Hence the autonomous character of the villages was preserved to some extent. The Mughal administrative system relied on custom and a personalised character of the administration. The Britishers who ruled the country introduced impersonal character of the administration and recognized the rule of law which will be dealt within the next unit. The most notable aspect of the Mughal administration relates to the agrarian management, judicial and magisterial administration and financial management. The highly integrated revenue administrative framework of the Mughal period has left a legacy which is continuing till now.

2.9 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. Below mentioned are the important Institutions of Mughal administration:

Institutions	Functions
(a) Jhroka-I-Darshan	(a) It was an open court held every morning. Everybody was allowed to present petitions. It was discontinued by Aurangazeb.
(b) Diwan-E-Khas-O-Am	(b) Routine administration was undertaken by the Emperor. Bulk of administration was conducted here.
(c) Ghusal Khana	(c) It was a mini-darbar. Confidants of the Emperor advised him on state matters.

Exercise 2

1. A Council of Four Ministers were there during Mughal period. They were a) Diwan, b) Mir Bakshi, c) Sadr and d) Mir Saman. These Four Ministers held responsible for the below mentioned functions :

a) **Diwan or Wazir** was the chief of Revenue and Finance Departments. He was expected to have a thorough knowledge about the finances of the state. He was the Chief Adviser to the Emperor in financial matters.

b) **Mir Bakshi** was the head of military wing. He was the principal adviser to the emperor on all matters relating to defence.

c) The **Sadr** was the head of the Religious Department. His main function was to supervise the running of educational institutions, the judicial department etc.

d) **Mir Saman** was incharge of Stores. It deals with almost all articles from pearls to arms and ammunition.

2. The important functionaries at the Subha level were : Subhadar, Diwan, Sadr, Quazi, and Bakshi;

3. The functions of officials at Sarkars level are :

a) **Faujdar** was the executive head of Sarkar. His primary duty was to maintain law and

order and to help in collecting the revenue and to guard the frontiers and villages of his Sarkar.

b) **Amil** was incharge of the entire revenue department . Another function of him was to establish a direct contact with the agriculturists to bring more and more land under cultivation. Several incentives for increasing productivity were offered.

c) **Kotwal** was a Police Officer of the town/city responsible for the law and order. He was also incharge of weights and measures. He also acted as a magistrate in trying criminal cases.

d) **Quazi** was incharge of the administration of Justice. He was also incharge of collection of religious taxes.

Exercise 3

1. 'Jiziya' and 'Jakat'.

Exercise 4

1. A highly bureaucratized hierarchy of officials.

Exercise 5

1. For answer see 2.6
2. It was not a national army. It was a mixture of diverse elements. The soldiers were not directly responsible to the emperor.

Exercise 6

1. For answer see 2.7

2.10 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines.

1. Write a note on the administrative structure of the Mughal polity.
2. Describe the revenue administration of the Mughals.
3. Describe the Mansabdari system. What was its role in Military Administration?
4. Write a note on the provincial administration of Mughals.

II. Answer the following in about 15 lines.

1. What is Jharoka-I-Dharshan, what was its significance?

2. Discuss the nature of Kingship in the Mughal polity.
3. Examine the judicial administration of Mughal.
4. Explain the significance of Ghusalkhana.

2.11 REFERENCE BOOKS

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BRAOU

UNIT - 3 : CHARACTERISTICS OF BRITISH ADMINISTRATION

Contents

- 3.0 Objectives
- 3.1 Introduction
- 3.2 Broad features
 - 3.2.1 Centralised Administration
 - 3.2.2 Institution of Secretary of State
 - 3.2.3 Provincial Government
 - 3.2.4 Rule of Law
- 3.3 District Administration
 - 3.3.1 District as a Unit of Administration
 - 3.3.2 Institution of District Collector
 - 3.3.3 Local Government
- 3.4 Civil Services
- 3.5 Summing up
- 3.6 Answers to Check Your Progress
- 3.7 Model Examination Questions
- 3.8 Reference Books

3.0 OBJECTIVES

This unit explains you the broad features of Indian Administration under Britishers. After reading this unit you would be able to :

- describe its features,
- point out the arrangements for provincial governments, and
- identify the place of Civil Services.

3.1 INTRODUCTION

The British rule in India marks an important period in the study of history of Indian Administration. Spread over a period of two hundred years, the colonial rule affected almost all sections of Indian life. It had a lasting effect on the administrative system too. It will be an interesting thing for us to know the impact of the British rule on Indian society and its people and to appreciate the gradual development of administrative structure. Before we discuss the characteristics of British administration, let us briefly examine how the Britishers established their rule in India.

Before the Britishers came to India the Portuguese and the Dutch had arrived and were carrying on their trade. Queen Elizabeth signed a charter on the last day of 1600 A.D. granting the East India Company a monopoly for trade in India. The East India Company fought a series of battles and defeated the Portuguese, the Dutch and the French and established their supremacy by 1773. From trade interests the company gradually engaged itself in acquiring territories. The objectives of the company were to export raw material to various factories in England and import finished goods for sale in India. In this process they made huge profits a part of which was utilised for fighting battles with native kings/rulers and expanding their control over vast stretches of India.

Let us examine the major characteristics of the East India Company. Firstly it had a highly centralised administrative structure covering almost all parts of India. Secondly a vast administrative machinery/bureaucracy was created under the East India Company. The company authorities had to send regular reports containing the minute details of their operations and policies to the Directorate situated in London. Owing to low technology of communication in those days heavy emphasis was placed on written correspondence. This led to redtapism. Functional departments like irrigation, public works, agriculture, education with large personnel to man various positions were established. In course of time a system of administration called bureaucracy came into existence. The Company's two major goals were conquest and consolidation. Robert Clive helped in establishing a strong base for the East India Company. Clive was followed by several Governors - General. The most prominent of them were Warren Hastings (1772-1785), Cornwallis(1786-1793). Wellesley (1798-1805). William Bentick (1828-1835) and Dalhousie (1848-1856). The Sepoy Mutiny who carried further the interest of the company.

The Sepoy Mutiny : The Sepoy Mutiny a consequence of continuous ill-treatment of Indians by the British directly led to the take over of administration of India by British Government. Historians and other social scientists cited many other reasons for the outbreak of the Sepoy Mutiny. It was described by some as a protest of traditional India against the imposition of Western Civilisation and the British Rule. The treatment meted out to Indians in the army and the religious sentiment involved in using the *greased cartridges* were also responsible for the

revolt of the Indians. The mutiny brought about important changes. It came as a deep shock to the British and consequently they made important changes in policy and administration with regard to the army and the finances, the provincial rulers and land lords. They also decided not to hasten the process of Westernization. Emphasis came to be placed on the value of public opinion as it was felt that the communication gap was one of the factors that led to the mutiny. The vast network of bureaucracy, which was created by the company, grew corrupt in course of time.

3.2 BROAD FEATURES

The Britishers made every effort to protect their trade and territorial interests and accordingly they created centralized administrative structure and brought some reforms, administrative and otherwise, to suit their changing interests. In the light of these aspects let us examine the main features of British administration.

3.2.1 Centralized Administration

The first signs of centralization of administration were witnessed in the Regulation Act of 1773 which restricted the powers of the Presidencies. It started with Bombay and Madras and later extended to Bengal. Thus the Presidencies were brought under the administrative control of the Governor-General in-Council. The Pitt's India Act of 1784 paved the way for further centralization by which, matters relating to company/India were placed under the direct control of the British Government by establishing a Board of Control. The Court of Directors of the East India Company became a nominal body and continued to function till 1858. The real power was exercised by the Board of Control representing the British Cabinet. Thus the Pitt's Act increased the powers of control and superintendence of the Governor-General over the Presidencies. Yet another example of centralised character of the Company's rule was the upgrading of the position of the Governor-General of Bengal as the Governor-General of India in 1833. The government led by him was referred to as the Government of India. The jurisdiction of government was made co terminus with the British possessions in India and the legislative powers of Madras and Bombay Presidencies were transferred from them to the Governor-General of India.

A Council of four members was also created by 1773 Act as the highest policy-making body. Decisions were taken by a majority vote in the event of a tie. Through an amendment in 1786 the Governor-General was given powers to over ride the opinion of the Council. This had enhanced the power and prestige of the Governor-General. However, this power was exercised by the Governor-General only on rare occasions.

3.2.2 Institution of Secretary of State

After the mutiny, through the Government of India Act 1858, the Crown had taken over the administration of Government of India from East India Company. A new office of the status of Cabinet Minister known as the *Secretary of State for India* was created. The

powers and functions of the Court of Directors and the Board of Control were transferred to the Secretary of State for India.

The centralization feature of the Indian administration continued and was reaffirmed by the Consolidation Act of 1915 in which it was clearly stated that the local governments (the provincial governments were called as Local Governments till the passing of the 1919 Act) should report to the Governor-General all matters and proceedings. We may recall here that the legislative powers of the Bombay and Madras Presidencies were taken away in 1833. The Consolidation Act confirms the continuing trend of centralization of the administration. In financial matters too most of the powers were concentrated in the hands of the Governor-General right from 1833.

3.2.3 Provincial Government

Thus the Central Government enjoyed all-pervasive authority and the provincial Governments were considered as adjuncts to the Central Government with little or no say in policy matters. However, instances of decentralization of administration were not uncommon even during the British rule. Attempts were made to associate native people in administration. The 1919 Act had divided the subjects between central and provincial governments. Some autonomy was given to the Provinces to manage their affairs. Matters relating to public health, education, agriculture, cooperatives, excise and local government were included in the list of transferred subjects. The reserved subjects which came under the exclusive jurisdiction of the Central Government included land revenue, famine relief, justice, police, prisons and finance. Indian natives were appointed as ministers and made in charge of transferred subjects. The Governor was, of course, given the power to overrule the advice given by the Council. Yet another step towards decentralization of administration was the passing of 1935 Act. According to this act the Provinces were given more autonomy compared to 1919 position. The dyarchy concept of 1919 did not work to the satisfaction of both the parties. The 1935 Act had two important aspects. Firstly it gave the provinces an exclusive authority in specific areas and the provinces were relatively free from the central control in contrast to the position which prevailed in 1919. Secondly there was evidence of keenness on the part of the colonial government to introduce **Responsible Government** at the level of the Provinces. The Secretary of State for India continued to be an important and all powerful functionary.

To sum up, the British maintained a highly centralized administrative structure up to the middle of 30's. From trading interests to territorial interest, all along they believe in centralization and did everything to achieve it. The reforms, administrative or otherwise, introduced over a period of time were primarily intended to suit their changing interests. Now, we shall discuss the structure that supported the goal of centralization.

3.2.4. Elaborate State Structure

Initially the East India Company started functioning with the help of two committees/departments : Secret Committee and Select Committee. After some time public department and commercial department were added. A Council of four members was created to assist the Governor-General to run the administration. A change in nomenclature of Select Committee took place some time later, as Comptrolling Committee. In 1772 in the place of this Committee the Revenue Board was created and two years later the Public, Secret and Revenue Departments were amalgamated into one department. After two more years a Military Department was added. By the time Benegal was divided in 1833 there were several departments like Customs, Salt, Persian and Ecclesiastical. The legislative and Financial departments were created in 1835 and 1843 respectively. Since then the number of departments steadily increased. With the addition of Railway Board in 1905 and Department of Education in 1910 followed by Medical and Health Departments, the British had created an elaborate system of administration. By 1930's a number of departments like Industries, Labour, Geological Survey, Mines, Electricity, Factories and Boilers were established. The Second World War further necessitated the creation of the Department of War Communications, Food, Planning and Civil Supplies.

The Colonial government ruled the country with an elaborate administrative structure supported by a vast network of bureaucracy. Some features of the administrative structure are noteworthy. The country was divided into provinces, districts and taluks. Further the districts were grouped to form divisions. The towns had their municipalities. The same system was inherited by the Indian Government after independence. The character of the state structure in general was oppressive and ruthless methods were adopted for compliance of administrative orders. It may be true that the elaborate administrative structure created by the foreign rulers had some positive features too like leaving behind an effective machinery for maintenance of law and order.

3.2.5 Rule of Law

Yet another characteristic feature of the British administration was the introduction of the rule of law. In the first and second units we have discussed how the governments earlier were based on the arbitrary and authoritarian rule of the monarch where fear or personal loyalty largely prevailed. The spread of liberal ideas and institutions in 19th and 20th centuries across the world prompted the colonial master to introduce the rule of law . The laws were codified and unlike the governments in the past the Britishers established impersonal government. The laws that were formulated were meant primarily to guard the government from misuse of its power. By the 19th century a view was sweeping the entire world that the exercise of authority must be subject to legal sanction. This explains the introduction of rule of law in India by the Britishers.

Check Your Progress - Exercise 1

1. What do you understand by 'Sepoy Mutiny'?

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2. What was the aim of Pitt's India Act?

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3. What way the Acts of 1919 and 1935 were helpful to Indians.

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3.3 DISTRICT ADMINISTRATION

The 'District' was a hierarchical sub-system of the state administration performing specific tasks. The creation of district administration was the result of the efforts of the Britishers to bring the totality of the government closer to the people for maintaining peace, collecting revenue and administering justice. Let us now examine the purpose of its creation and the role of its administrative head, the Collector & District Magistrate.

3.3.1. District as a Unit of Administration

As the provinces during the British rule were quite big, and as the colonial rulers were interested in extracting as much revenue from land as possible, the provinces were divided into several districts. It was made an important unit in the administration and the Collector who headed the district administration was regarded as the most powerful official under whom all the departments were placed.

3.3.2 Institution of District Collector

It was due to the initiative taken by Warren Hastings that the office of the District Collector rose to prominence. His regulations made the District a unit of administration and provided for the appointment of Collectors. The institution of District Collectors created in 1772 was invested with many powers. Its main functions include maintenance of law and order and collection of revenue. The Collector was regarded as the principal agent of the Government, chief of police and head of magistracy at the District level. From the British point of view, the maintenance of position of the District officer was absolutely essential to the maintenance of the British rule in India. In the initial stages, the collectors were appointed to superintend the revenue collections and preside in the courts. Gradually the district collectors authority and power increased and before long he became the pivot of the district administration, representing the provincial government in its totality. In the initial days of the East India Company, the district was an area assigned to its principal representative who was the trading agent and carried on commercial business. As the Company's sway extended and it assumed more of governing functions in addition to trading interests, the principal representative became the Collector of land revenue. Since the army at the disposal of the Company could not be present every where and law and order had to be maintained at any cost, the Collector of the district also became the official responsible for maintenance of law and order. The office of the Collector is still continuing with all its pomp and glory even today.

3.3.3 Local Government

As has already been pointed out, the Sepoy Mutiny brought several changes in the administrative style of the foreign rulers. In a bid to woo the native people in favour of continuance of their rule, several methods were tried. Noteworthy among them were initiation of a policy

to associate institutions. Lord Ripon, one of the Viceroys of India, authored a resolution in 1882. This resolution was to a large extent responsible for the birth of local self-government institutions in India. The resolution recommended for the establishment of a network of local self-government institutions with special emphasis on the necessity for meeting the requirements of rural areas, reduction of the official element in the local bodies (the situation earlier was domination of official element), larger measure of financial decentralization and adoption of election as a means to constitute local bodies. These bodies were visualised as 'schools of democracy'.

3.4 CIVIL SERVICES

The need for an organized Civil Service was felt by the East India Company to protect its interests and to increase its revenues. The Indian Civil Service was considered as highly trained, professional Civil Service. According to the Indian Civil Service Act of 1862 only those, who passed a test, were eligible for appointment to higher posts. The Civil Services Reorganization Committee headed by Charles Atchinson recommended the division of Civil Services into three categories viz., (1) Civil Services of India, (2) Provincial Civil Service and (3) Subordinate Civil Service. As the percentage of Indians in the services initially was small, several demands were made to increase their quota. A Public Service Commission was started in 1926 and by 1935 it became the Federal Public Service Commission. Thus a beginning was made by the Britishers to introduce recruitment policy which served their interests. This policy was later inherited by government of India.

Check Your Progress - Exercise 1

1. Name the Governor-General of British India who was instrumental for the creation of the institution of Collector.

Tick the Correct answer

- (a) Corran Wallis (b) Warren Hastings
2. What was the important function of the Collector in British India?
 - (a) Revenue Collection
 - (b) Maintenance of Law and order
 - (c) Welfare of the People

3. Indicate the resolution that is responsible for the creation of Local Self-Government in British-India.
 - (a) Balwantrao Mehta Committee Report of 1957
 - (b) Rippon's Resolution of 1882
4. Mention the year in which the Public Service Commission became Federal Public Service Commission. Tick the Correct answer.
 - (a) 1926
 - (b) 1935
 - (c) 1950

3.6 SUMMING UP

The British created a strong administrative structure and ruled the country for more than two centuries. The chief characteristic features of the administrative system during the Mauryan, Gupta and Mughal periods were paternalistic kingship, a centralized, elaborately organized bureaucracy and effective espionage. The colonial rulers developed a highly centralized bureaucracy. The essential difference between those who conquered and plundered India and the British was that while the former relied on land revenue and enjoyed the wealth of India, the later took away all the revenue from the land and also exported huge quantities of raw material and sold the finished goods to Indian people at a high cost. Some developmental programmes like construction of railways were taken up only to facilitate quicker transport and easier exploitation. Besides ruining the rural artisan sector of the economy. The centralized bureaucracy was developed because of inherent suspicion of the foreign rulers in the native population. An elaborate structure was created to enable them to earn maximum revenue from all kinds of goods. The district was conceived as an administrative unit to check the fall in land revenue and to eliminate Zamindars from their control on land. The Office of the Collector was vested with many powers and for a long time only Europeans were appointed so that the grip on Indian people was increased. The local self-government institutions were started more as an eye wash to Indian people for participation in their affairs. The rule of law which was introduced had its roots in the liberal traditions of the west and benefited only upper sections of society.

A very organised Civil Service was developed to protect the colonial interests. However, the organisation of a strong Indian Civil Service as the representative of the Crown with emphasis on high efficiency developed around it a high standard or professionalism. As has aptly been stated by R.K. Arora in a book titled 'The Indian Administrative System' "The attitude of the I. C. S. towards the masses was characterized more by sympathy than empathy; it was more paternalistic and sometimes condescending". The Civil Service culture of the British period

was outside the society and not part of it. While the government in the past institutionalized impersonal government. But Whatever may be the positive features of their rule, the negative aspects made it unpopular.

3.6 ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1

1. Sepoy Mutiny was a consequence of continuous ill-treatment of Indians by British Government. Many other reasons are cited in favour of it. The important reason is the treatment meted out to Indians in the army and the religious sentiment involved in using the greased cartridges. The important changes brought about as a result of the mutiny were that they gave importance to Public opinion and made important changes in policy and administration with regard to army, finances etc.
2. The purpose of the Pitt's India Act was to increase the powers of control and superintendence of the Governor-General over the Presidencies.
3. With these Acts (1919 & 1935) the Indian people got an opportunity to participate in administration. The 1919 Act introduced the concept of 'Dyarchy' and some autonomy was given to the Provinces to manage their own affairs. The 1935 Act was intended to decentralize the administration, the Provinces were given exclusive authority in certain areas. The colonial government evinced keen interest in introducing representative government at the Provincial level.

Exercise - 2

1. (b) Warren Hastings
2. a + b Revenue collection and maintenance of Law and Order.
3. Rippon's Resolution of 1882.
4. 1935.

3.7 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines.

1. Discuss the salient features of British Administration.
2. Why did the British rulers emphasis much on central administration.
3. Explain the position of Governor-General in the British Administrative machinery.

4. Explain the role of the district collector during the British period.

II. Answer the following in about 15 lines.

1. Describe the role of local self-government under the British Rule.

2. What do you understand by Rule of Law?

3. Explain the significance of district as a unit of administration.

4. Write a brief note on the Institution of Secretary of State.

3.8 REFERENCE BOOKS

1. Keene Henry George British Administration During the Revolt of 1857,
Inter India Publications, New Delhi- 1883.
2. Misra, B.B : The Administrative History of India 1834-1947.

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UNIT - 4 : ADMINISTRATION AT THE TIME OF INDEPENDENCE CONTINUITY AND CHANGE

Contents

- 4.0 Objectives
- 4.1 Introduction
- 4.2 Challenges to Administrative System
- 4.3 The Continuity in Administration
- 4.4 Changes in Administrative System
- 4.5 Summing up
- 4.6 Answers to Check Your Progress
- 4.7 Model Examination Questions
- 4.8 Reference Books

4.0 OBJECTIVES

This unit aims at discussing the administrative framework at the time of India's independence. After reading this unit you would be able to:

- explain the position of India in 1947,
- identify the major challenges to administrative system, and
- find out the important changes brought out in administrative system.

4.1 INTRODUCTION

The colonial rule in India ended in 1947. Events preceding declaration of independence confirmed the foreign rulers' philosophy of *divide and rule*. So long as they ruled they divided and ruled the country on religious, regional, racial and caste lines. Several protest movements organized by leaders like Gandhi against this philosophy to a large extent, to say, failed. The sub-continent finally was divided into India and Pakistan. Needless to say that the seeds of partition were sown by the Britishers for their own narrow ends.

4.2 CHALLENGES TO ADMINISTRATIVE SYSTEM

The first challenge faced by the Indian administrative system immediately after the partition was the **problem of the refugees**. The communal disturbances which followed posed a serious challenge to the capacity of the administrative system. Millions of refugees crossed the Pakistan border. Before we settled down to face the problems of freedom difficulties arising from the partition demanded the attention of administrators as well as politicians. Secondly, there was a sudden **scarcity of civil servants** as a result of a large number of European and Muslim Civil Servants resigning and leaving en bloc. According to Shriram Maheswari, it was estimated that while the strength of Indian Civil Service was around 1064 in 1945 and 937 in 1947, it had fallen to 422 after Independence. Thirdly, the **problem of inflation** and uncertainty in the supply of food grains coupled with **famines** which plagued the nation in the forties, brought very heavy pressure on the administration to 'manage' the crisis. **Rationing** was introduced in the forties to regulate supply and distribution of food grains. It added another burden to the already weakened administrative system. The additional work resulting from the introduction of rationing necessitated urgent and large scale recruitment to various positions. As it had to be undertaken at short notice and therefore adequate training could not be provided under the circumstances prevailing then, a compromise on the quality of personnel became unavoidable. An economy of shortages inevitably led to corruption in public administration. Fourthly, when the British left the territory under their direct control (British India) automatically became part of the Indian Union. But the territories under princely states (over 600 in number) remained outside the domain of India. The administrative system was engaged in the task of integration of these states. The process was initiated by Sardar Vallabhai Patel. Thus, the administrative system had passed through a testing time after independence. It had to face several challenges. It had to work as a stabilising force to withstand the stress and strains caused by the partition of the country and other problems.

Check Your Progress - Exercise 1

1. List out the major challenges faced by the Indian Administrative System immediately after Independence.

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4.3 CONTINUITY IN ADMINISTRATION

The advent of Independence and the system of parliamentary democracy have brought about several changes in the political and administrative systems. A detailed discussion of the effects of the change is made elsewhere in this unit. However, it should be noted here that while we were ruled by a foreign Government before 1947, the declaration of independence removed the chains of colonial rule which is a memorable event in the history of India.

The colonial rulers introduced an administrative system which suited their own interests. As noted in the Unit 'The Characteristics of the British Administrative System', the major goals of their administration were maintenance of law and order, collection of revenue, retention of important powers in the hands of their civil servants and the bending of administration to the needs of the imperial power. Of course, none can expect a commitment on the part of a colonial country to bring development in the countries they used chiefly as raw material suppliers. The scale, range and intensity of developmental programmes initiated by the Britishers in India were naturally quite modest.

With the declaration of Independence the objectives of the administration did undergo a remarkable change. The Constitution of India came into operation in 1950. The powers of the central and state governments were separated and their operational spheres determined.

4.3.1. Centralisation in Administration

However one feature that is continuing even today is centralization in administration. The position of India in 1980s when compared to 50s is different. We have accepted and adopted planning as an instrument to achieve rapid economic development of the country. Planning which implies increasing state intervention in the economy led to enormous expansion of governmental economic activity. The broad acceptance of the welfare state concept too widened the areas of Governmental intervention. The role of the state governments in the implementation of welfare policies has increased enormously. However, critics hold that the policy initiatives in regulatory as well as developmental policies are still concentrated at the central level. Some academics hold the view that the recent emergence of the regional parties in the various states is a pointer to the continuing trends of centralization in the polity. The policy makers seem to have recognized the imbalance in the polity which is indicated by the appointment of Sarkaria Commission to study the Centre-State relations afresh. Just as the Central Government is held guilty of concentration of powers, the states can be held guilty of not paying much attention to the problem of decentralization of powers concerning rural and urban local governments. A question now being asked is whether we have modified the system either structurally or operationally to suit our needs.

4.3.2. District Administration

District is still continuing as a unit of administration with noticeable increase in its importance. The head of this administration continues to be the Collector. However, the scale of operations at the district has more than doubled. Most of the colonial nomenclatures of officers are continuing including the District Collector. The Collectors still enjoy as much of power and prestige as they used to during the British period. However, there is a change in the functions of the Collector. Some academics characterised the change in the following words. 'While the Collectors earlier served by ruling, now they rule by serving'. Besides the regulatory functions like, maintenance of law and order and the revenue collection the Collectors now entrusted with the developmental tasks which consume a lot of his time and attention.

4.3.3. Local Government

Continuance of local government is yet another feature of the British Administrative system. The number of Municipal Corporations and Municipalities has increased substantially. Local government units which existed before Independence were consolidated and new ones created to meet the growing needs of urban people.

4.3.4. Civil Services

The continuance of important features of top civil services is another significant feature. The nomenclature of top civil service (I.C.S) was changed to Indian Administrative Service. Since 1947 the I.A.S. and I.P.S. are continuing. The Constitution of India has recognized these services, and procedures have been laid down for creation of new services. Several strategic posts are being held by the IAS cadre.

Check Your Progress - Exercise 2

1. Identify the major continuing trends in the administrative system after Independence.

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4.4. CHANGES IN ADMINISTRATIVE SYSTEM

The Constitution of India which came into operation in 1950 has broadly provided the framework for Indian Administration. According to Shriram Maheswari, the fundamental features of the new system are (1) **Parliamentary type of democracy** both at the centre and in the States in which the executive is held responsible to the elected legislature. (2) **Federal nature of the Constitution** which implies division of powers between the union and the states. This situation is in quite contrast to the position before 1947 when we were ruled by the Britishers. Coming to the implications of introduction of parliamentary democracy to the Indian Administrative system, Shriram Maheswari identified some major aspects which include : (1) the supremacy of parliament over the executive and the right of parliament to review the working of the administrative machinery, (2) the obligation of the ministers as well as of civil servants to uphold the constitution and the rule of law, (3) the obligation of every civil servant to implement all policies and decisions of the minister even if those be contrary to the advice given by him, (4) the freedom of civil servants to express themselves frankly in tendering advice to the ministers and others and (5) the observance by civil servants of the principles of political neutrality, impartiality and anonymity. Thus the introduction of parliamentary democracy is considered as a major change with many implications to the administrative system. The relationship between politicians and administrators has undergone a basic change. While the civil servants before independence worked under a foreign ruler, he has to work now under Indian ministers. Naturally some problems of adjustment do arise between ministers and civil servants. They often lead to mutual suspicion in playing their roles. The new ministers who hailed from rural background took some time to adjust to the new environments. The civil servants had the same problem.

As has already been pointed out the adoption of **Five Year Plans** for rapid economic development of the country and the goal of establishment of a **Socialistic Pattern of Society** increased the governmental activity. The policy of state stimulated growth thus necessitated recruitment of large number of civil servants to administer development. Thus there is a marked change in the very perception of the role of civil servants from being protector of British interests in the pre-independent period, to that of being a stabilizer immediately after gaining independence and as a change agent later. The steel frame of Indian Administration inherited from the British was strengthened with the addition of Indian Forest Service, Indian Economic Service and a number of other services to meet the diversified needs of the government from time to time. There is a noticeable change in the recruitment pattern of civil services also. Reservations are provided for various posts both in central and state services. The policy of protective discrimination to a large extent ensured the representative character of services.

Coming to the rural local Governments, a major attempt was made to associate rural masses in developmental programme through a new structure called Panchayati Raj. A number of states have started the Panchayati Raj Institutions in their states. These are designed not only to

associate rural masses in developmental programmes but also to strengthen democracy at the grass root level.

Thus several new structures have been created after independence and the existing ones have been enlarged.

Check Your Progress - Exercise 3

1. Identify the major changes brought about in the administrative system after 1947.

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2. What are the twin objectives of Panchayati Raj system?

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4.5. SUMMING UP

An optimistic estimate of the Indian Administrative system at the time of Independence would reveal that the steel frame of civil service inherited from the Britishers reasonably succeeded in acting as a stabilizer in times of crisis like partition. In the later period the role and responsibilities of civil servants have increased. The Administrative system is looked upon as an effective instrument of change. The adoption of planning has enlarged the functions of civil servants. New structures like Panchayati Raj were created to enable rural masses to participate in the developmental process. The initial problems of adjustment between civil servants and ministers gradually gave place to a state of mutual trust and confidence. The country may seem to be well set on the road to the ultimate objective of development. However, the other side of the story is something which is equally interesting. Many critics argue that several features of colonial administration are continuing even today. First of all the centralization aspect in policy is being allowed to continue. The constitutional arrangement of division of power between the centre and the states is not working to the satisfaction of the states. Observers point out

that a decentralized policy facilitates rapid development. A centralized system leads to delay, redtapism and a number of other evils which prevent the efficient functioning of the system. No doubt some attempts were made to decentralize the administrative system. However one notices delegation of functions without adequate financial resources.

Discussing the relationship between civil servants and ministers Satyadeva in his book on 'Bureaucratic Power and Lack of Commitment', observed that "bureaucrats as an up shot of their role in policy-making are deeply involved in political process". So the principle of neutrality of civil service has increasingly been challenged in view of the instances of politicization of bureaucracy. With regard to the change in the role of civil servants from being representatives of status quo to that of change agents, some academics noted the failure in this area also. The experiment of democratic decentralisation has not risen to the expectations of the policy-makers and the people.

4.6. ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. Some of the major challenges faced by the Indian Administrative System at the time of Independence were :
 - (a) Communal Disturbances,
 - (b) Scarcity of Civil Servants,
 - (c) Inflation and food problem, and
 - (d) Merger of princely states.

Exercise 2

1. Some of the significant features of British Administration still continuing even after the independence are :
 - (a) Centralization in administration,
 - (b) District as Unit of administration,
 - (c) Role of collector,
 - (d) Continuance of Local Government, and
 - (e) Continuance of Civil Services.

Exercise 3

1. The important changes introduced in the Administrative System after independence are :
 - (a) Parliamentary system of Government,
 - (b) Federal Constitution, and
 - (c) Supremacy of politician over the civil servants.
2. The twin objectives of Panchayati Raj system are :
 - (a) to associate the people in rural development programmes, and
 - (b) to strengthen democracy at the grass-roots level.

4.7. MODEL EXAMINATION QUESTIONS

I. Answer the following in 30 lines each.

1. Explain the changes introduced in the administrative system of India after Independence.
2. What are the continuing trends in the administrative system in India?

II. Answer the following in about 15 lines each.

1. What are the major centralization features in Indian Administration?
2. Why the scarcity of civil servants was a problem?

4.8. REFERENCE BOOKS

1. S.R. Maheswari : Indian Administration, Orient Longman, New Delhi, 1989.
2. S.R. Maheswari : Evolution of Indian Administration.
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UNIT - 5 : SOCIO - POLITICAL AND ECONOMIC CONTEXT OF INDIAN ADMINISTRATION

Contents :

- 5.0 Objectives
- 5.1 Introduction
- 5.2 Social System
 - 5.2.1 Broad features
- 5.3 Political System
 - 5.3.1 Broad Features
- 5.4 Economic System
 - 5.4.1 Broad Features
- 5.5 Summing Up
- 5.6 Answers to Check Your Progress
- 5.7 Model Examination Question
- 5.8 Reference Books

5.0. OBJECTIVES

The purpose of this unit is to examine the social, political and economic context of Indian Administration. After reading this unit you would be able to :

- explain the relationship between society and administration, administration and political systems and administration and economy,
- identify the reasons for the contextual study of Indian administration, and
- explain the major economic policies of India and their bearing on the bureaucracy.

5.1. INTRODUCTION

A comprehensive understanding of the social, political and economic history of a country is necessary to comprehend properly the social, economic and political problems of that country.

For, the political, economic and administrative systems originate from and be a part and parcel of the social and cultural system. They reflect the values of the society as sub-systems. For the success or failures of these sub-systems the society is mainly responsible. The systems and sub-systems interact with each other and influence one another. An analysis of these mutual-interactions and influence have been recently attempted through an ecological approach. It is not possible to study public administration or politics of India separately without studying the sociology of India. Hence it is necessary to study Indian administration in its social, political and economic contexts. Because these factors influence the attainment of the goals of administration.

Check Your Progress - Exercise 1

1. Why is it necessary to study Indian Administration in its social context?

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5.2. SOCIAL SYSTEM

After independence the Indian administration is entrusted with new responsibilities of not only maintain the law and order but also to transform the country into a **Sovereign Democratic Socialist Secular Republic**. Administrative operations have tremendously increased to meet the new demands of the free country. The situation has become so complex that all sub-systems are at cross roads as they could not find the real path. They lacked the real understanding of the Indian society and its culture. For the creation of an effective administrative machinery and to maintain its operational efficiency, one must know that it depends upon the social and cultural atmosphere.

5.2.1. Broad Features

The salient features of Indian Society and culture are religion, caste, women, family, education, social values, etc. Let us discuss them in detail.

i) Religion

India is known for its diverse cultures from ancient times. People of all religions have been living in India for many centuries. People of all races and religions participated in national independence movement against the colonial regime. However, the two nation theory of Hindustan and Pakistan encouraged by the British led to the division of the sub-continent into India and Pakistan. The seeds sown by the British have germinated into poisonous plants and today communal harmony is at stake in India.

Communal parties and organisations have been strongly organised and frequent communal clashes often contributed to undesirable tensions in the peace and tranquility of the nation. Some vested interests use this instrument for their selfish purposes and fan hatred among communities.

This communal disharmony tests the strength of the administration in maintaining law and order and social harmony among the religious groups. A great amount of administrative energy is required to be spent to check the communal activities and maintain political stability to see that democracy would be successful and development could be achieved in India.

ii) Caste

The Caste system is a peculiar feature of Indian society. The institution of caste is so strong that it has persisted through ages despite political convulsions and social revolutions. But the caste system made the society stationary, traditional and unprogressive and degraded a mass of human beings denying them opportunities for educational, cultural and economic advance.

Caste has been a dominant factor in Indian society from centuries onwards. The caste system has taken so deep roots, it has stratified the society into a system of grading inequality. With the formation of modern Indian polity, a sense of national unity is growing, a gradual and slow process of anti-caste agitations and revoltes are witnessed. Different castes and sub-castes, particularly the depressed and the backward are demanding, in different ways, equality and common status against the traditional social oppression, economic exploitation and political domination. Independent India legally banned untouchability as a crime, but it could not be completely successful in this regard.

The constitution of India realising the predominant role of the caste system in Hindu society, provided special protections to Scheduled Castes, and Scheduled Tribes. There have been agitations by the upper castes against these reservations and benefits. Some vested interest groups and certain political leaders indirectly supported these agitations. The Government which should establish a socialist state need the active participation of the masses and need to encourage organisations of common people.

To realise the constitutional objective, the state is directed to formulate certain social and economic policies and to implement such administrative programmes to wipe out social and economic inequalities through active political and administrative instruments. There is no doubt,

those who lose their traditional privileges and would confront with the government and the people, and it is here the administration has a special responsibility to face the situation in a realistic manner.

iii) Joint Family

Joint family was considered to be one of the three pillars of the Indian social structure, the other two pillars being, the caste and self-sufficient village community. In all societies the family is the unit, some are patriarchal and some matriarchal. In India both the types are found, the patriarchal being the more common. The head of the family is usually the father or the eldest male member. The property is held in trust by the head of the family. Every member of the family obeys the will of the head of the family. Every one of the joint family members subordinate to the larger interests of the family group. Each one is expected to maintain the tradition and honour of the family. The joint family played an economic and social role as a co-operative and cohesive group. This joint family system remained till the end of 19th Century, when ideas of individualism began to affect Indian Society. The joint family was criticised as it deprived the individual of his liberty. The Indian society stressed more on individuals' duties than on his rights. However, the individuals' obligation to the society is generally less realised than his obligations to the family or group to which he belongs. (K.A. Nilakanta Sastry and G. Sreenivasa Chari, Life and Culture of the Indian People). Although for the social and economic reasons the joint family system has broken down, emotional family ties continue to operate. About one-fifth of the families in India at present continue to remain as joint families.

The characteristics of the Joint family system in the social life has an impact on the administration also. As a member of joint family, sometimes actions of administrators may be guided by the interests of joint family, rather than the interests of the organisation. This pattern of behaviour has social approval also. The membership of the caste group and his social obligations to his own kith and kin may affect the objective functioning of the administrator. These primordial loyalties pose a challenge to the impartial working of the Indian administration.

iv) Villages

India is a land of villages. There are about six and half lakhs of villages where more than 76 per cent of the Indian population live. A great majority of the villages are small with only about 500 population each.

The Indian villages of old were considered to be a self-sufficient economic units where all sections of families lived in harmony with mutual cooperation. They were healthy and prosperous till the arrival of the British in India. The money economy and the machines introduced by the Britishers destroyed village autonomy and the traditional village organisation and economy. For to-days dismal poverty and ill health of the villages the British imperialism is the main cause.

Today, the growth of towns began to replace the village as the characteristic unit. The rural

out-look is influenced by the ideas emerged in the towns. Due to the development of modern communications and the political propoganda, development of industries in and around the towns and cities for employment opportunities the villages are tempted to migrate to the nearby towns. Therefore, the administration has a special responsibility to rebuild the social harmony of the traditional village and arrest migration by providing all the amenities and by establishing necessary industries. Thus, rural development is urgently needed.

v) Women

It is widely believed that in the vedic age of Indian history, women were provided with considerable freedom and equal opportunities with men. The women were highly respected in the social and economic activities of the society. That was the glorious past. At present the women are playing a secondary role. Their position in a family has been determined by their marital status and according to their age like unmarried, married, widowed. All of them are dependent on the head of the family, the father, the father-in-law, the husband and the son.

The women do not have a proper place in the society as they do not enjoy equal opportunities with the men. As the society is male dominated the interests of the women are subordinated. The women at present have been demanding for their emancipation and agitating for more opportunities. However, all the movements are not even touching the fringe of the real problem of women. Women at one time of the Indian History were exploited by child marriages, 'Sathi' and prohibition of widow remarriages. Social reformers like Raja Rama Mohan Roy, Kandukuri Veerashalingam Panthulu and number of others agitated against these evil practices. The Governments have passed laws prohibiting child marriage, Sathi and dowry. But in practice the law has not been successful except in the case of sathi sahagamanam.

The constitution of India has not only granted equal rights to women in all respects but also recognised the need for the special attention to the age old problems of the women. It directed the state in the directive principles of state policy for preferential treatment to women in certain fields. All efforts have to be made by Indian Administration to provide the women the original status by protecting their rights guaranteed by the Indian Constitution and the Statutes. It is the responsibility of the state to provide economic independence to women by providing equal opportunities in employment of the government. The percentage of women employment is not at all in proportion to their population. Equal wages for equal work, although guaranteed in practice, they were paid less wages.

Women particularly the elite sections although actively participated in the national independence movement and politics, their participation in Indian politics and administration can be considered as very marginal. A number of women's organisations are working for the liberation of the women and to activate them to realise their role in the society and in the productive process. However, their efforts are not producing the results expected. Therefore, the state and its administration have to play a key role to create conditions conducive to the around

development of women in social, political and economic life of the nation.

Check Your Progress- Exercise 2

1. What are the broad features of Indian social structure?

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2. What do mean by 'Two Nation Theory'?

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3. Mention the constitutional guarantees provided to the scheduled castes and Tribes in India.

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5.3. POLITICAL SYSTEM

You are all aware that an administrative system functions within the sphere of a political system. So we must know the broad features of our political system. These include the form and type of the government, relations between those entrusted with the task of running the Governmental machinery, the place of Civil Services, their supposed stand on issues, the employee's dimension etc.

5.3.1. Broad Features

(i) Democracy

We have accepted and adopted the parliamentary form of democracy as the method of governance after we won independence. The Constitution of India which came into force in 1950 declared our country as a democratic, secular, socialist, republic. It laid down the broad guidelines for the functioning of the executive.

(ii) Relationship between Politician and Administrator

Yet another aspect which will have a direct bearing on the administrative system is the relationship between the politician and the administrators. We will discuss this in detail in the coming units. However, here we shall touch upon the broad issues concerning this. Theoretically a politician should confine himself to policy, the administrators to implementation. But over a period of 30 years we notice an increasing interference of politicians in administration leading to unhealthy trends. One of the consequences of this is politicization of bureaucracy. Picking up 'yes men' among officials by politicians/ministers has become a common phenomenon. Observers have been commenting on the ill-effects of the politicization of bureaucracy. We are also noticing the strains in the relationship between politicians and officials. This will naturally affect the smooth functioning of the system. Several academics have under lined the need to evolve a code of conduct to be followed by the ministers and civil servants.

(iii) Neutrality of Civil Services

Theoreticians of Public Administration have suggested that civil services should always be neutral to the various happenings around them. Is this possible in a developing country? In order to protect the neutrality, several laws were framed to restrict the freedom of civil servants. One of the assumptions of the neutrality theory is that in a multi-party country, any party may get an opportunity to govern, hence, the permanent civil servants should render them advice dispassionately. That is why 'neutrality' has assumed significance. Though the concept of neutrality appears theoretically strong, practically it is unrealistic. When we accept Aristotle's dictum that man is basically a political animal, how we expect civil servants to remain apolitical, is a question that is posed by well meaning observers. Policies initiated by the Government to ameliorate the downtrodden may come into conflict with the interests of the affluent sections. In such a situation the neutrality concept faces severe tests. The social composition of the services indicates that in spite of reservations to certain castes, dominant sections are from upper sections of middle and well-to-do classes. So, some observers question the extent to which these personnel uphold the interests of the majority people over and above their class interests. *Representative bureaucracy* is being suggested as one of the alternatives to overcome this problem. Giving representation to all sections of people is the essence of the concept of representative bureaucracy. Looking from another dimension it appears that a Government committed to social change, needs a *committed bureaucracy*. Some argue that it is the commitment to governmental

programmes rather than neutrality. A Government which is committed to 'change' needs such officials who share the same point of view to reach the goals. A positive attitude towards the goals can be described as commitment. Some other feel that concepts like *neutrality* and *commitment* are not contradictory. Neutrality essentially means nonparticipation of officials in political wrangles. According to them it does not mean neutrality towards governmental policies. However, a question arises whether it is possible to separate the government policies from the interests of the party in power. Populist programmes may become policies. These may put Civil Servants in an irksome position. Commitment towards public policies may ultimately turn out to be commitment to the party in power. That is why the protagonists of committed civil service imply commitment to the basic principles of the Constitution like democracy, socialism, secularism etc., but not to party in power. So the question now is not one of commitment or neutrality but the operationalisation of the idea.

There is yet another area of vulnerability in the debate on the theory of neutrality especially in semi-federal type countries like ours. After the 50's some parties have come to power in states and also for sometime at the centre. Issues like neutrality of civil services faced a critical test. When there is radical change in the ideology of political parties and when one is at the Centre and another at the state, there is a threat to the neutrality theory. It should be remembered that the All India Services will come under the Union list. Key positions at the state are being looked after by the All India Cadre. It is anybody's guess what the effect of two different parties in power one at Centre and another at state is likely to be. To conclude, we can say that there should be a consensus on such basic issue like neutrality so that it will not have an adverse effect on the efficacy, efficiency, and effectiveness of bureaucracy.

(iv) Attitudes of Employees

Coming to the employees dimension, it is observed that the colonial characteristic feature of distance from the masses is still continuing among our employees. The officious behaviour exhibited by the civil servants drives away people thereby nullifying the very concept of democracy. That people fear authority and through a show of authority only people can be made to work is an opinion shared by higher echelons of society. The voice of the people is not respected, their problems do not receive a sympathetic hearing. On the other hand, we often notice contempt towards our own people. In this sense we can say that our officials are yet to get over the colonial hangover. F.W. Riggs commented that the major reasons for this kind of attitude on the part of our officials are sociological. Inequalities in economic and social status are one of the reasons for differences in the treatment meted out to the rich and the poor people. The place of public relations is recognised and structural alternatives are preferred to problems which are essentially attitudinal. Creating public relations wings in all government departments is a positive step. But unless there is a change in the very attitude of civil servants towards people things will not improve.

A major attempt was made to associate the masses in developmental programmes through

Panchayati Raj Institutions. It was assumed that the participation of people in developmental programmes would lead to change in the attitudes of people. Many reports indicate the low participation of people in developmental programmes.

Check Your Progress - Exercise 3

1. Explain the main features of Indian political system.

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2. Pick out the correct answer.

In a democracy, the politicians play an important role in the administrative process. It is because

- a) They have specialised knowledge.
- b) Normally the administrators do not have requisite knowledge.
- c) Politicians are accountable to the people for the promises made at the time of elections.

3. Matching

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|---------------|----------|---|
| a) Neutrality | () | a) Non-participation of officials in political wrangles |
| | | b) Acting as an agent of politicians |
| | | c) politicization of bureaucracy. |

5.4. ECONOMIC SYSTEM

India lives in its villages. A very large section of the Indian people live on land and agriculture. Under the British rule, India's economy was mainly agricultural economy dominated by small scale peasant production. To a large extent it depended on rainfall, favourable climate conditions and on some irrigational facilities amidst frequent droughts and famines. As much land was not brought under cultivation and the industries were not developed at the time of independence, a sizeable section of people were landless and unemployed. Low wages were paid

to the workers. Poverty was on high side as the people were exploited by the native feudal lords, the administration and the colonial rulers. The traditional cottage industries and the professional artisans were replaced by factories and machines.

i) Economic Situation on the Eve of Independence

Rajani Plame Dutt, in his book "India To-day" (1947) described India on the eve of independence as a country amid the ruins of an old historic civilisation, which has been submerged and has stagnated under the crushing weight of modern conquerors. The lowest levels of primitive economy, poverty and servitude exist along side the most advanced forms of finance capitalist exploitation, chronic agrarian unrest, famine, debt, slavery, the shackles of caste and of the outcaste, unlimited industrial exploitation, more appalling contrasts of wealth and poverty than in any country in the world, social and religions conflict, class conflict, emergence of national issues within India. These problems in many respects reflected the backwardness and retarded development.

ii) Economic Policies of Independent India

The national leaders had blamed the British rule for India's poverty. In the post-independent period, the role of the state has tremendously expanded in the light of the constitutional objectives, and obligations. The Congress Party in 1948 proposed the creation of large scale industries under the public ownership and transfer of existing large-scale private industries to public sector after a period of five years. The Government in 1948 through its Industrial Policy Resolution declared its decision to own and operate all the basic industries like railway, atomic energy, coal, oil, iron and steel, air craft, ship-building, telephones and telecommunications. Private industries and foreign enterprises are, nevertheless encouraged and welcomed. The Government established the Planning Commission in March, 1950 with the Prime Minister as the Chairman.

iii) Industrial Policy Resolutions

The Government of India through its Economic and Industrial Policy Resolutions of 1948, 1956, 1973, 1977, and 1980 expressed its economic policies for the rapid economic development of the country through five year plans. The Industrial policy marks a fundamental break from the pre-independence 'laissez-faire' policy of the British. It envisages a key role for the Government in steering industrial development. The main objectives of the above mentioned industrial policies are to achieve fast industrialization, balanced development of different regions, generation of employment, prevention of monopolies and concentration of economic power, expansion of cottage, village and small scale industries and dispersal of industries in backward regions etc.

(iv) Mixed Economy

Under the Directive Principles of the Indian Constitution it has been mentioned that 'state

should strive to promote the welfare of the people by securing and protecting as effectively as it may social order in which justice, social, political and economic, shall inform all the institutions of national life. In the economic sphere, the state is to direct its policy to secure a better distribution of ownership and control of the material resources of the community and to prevent concentration of wealth in the hands of a few and the exploitation of labour. It would be not possible for the state to achieve these objectives mentioned in the Directive Principles unless the state enters the fields of production and distribution. This led to the interference of state in the economic activities. Though the State pledged to the establishment of a socialist order of society but it is not prepared to eliminate the system of private enterprises, which, inspite of many shortcomings, has been doing a good job in the field of production and growth. So the private and public sectors co-exist. This is referred to as 'Mixed Economy' with clear demarcation of spheres of activity. The predominant role assigned to the state consequently led to phenomenal expansion of administrative system which is expected to attend to manifold functions.

v) Economic Objectives of Indian Constitution

The Preamble and the Directive Principles of state policy of the India's Constitution commit the Government to the ideology of egalitarianism to bring about political, economic and social equality and put an end to the age-old sufferings of the people. To achieve these objectives, the Government declared its decision to bring about the changes in a planned manner, to raise the standard of living by maximum production, providing full employment through the expansion of irrigation, power, basic industries, transport and other resources. These objectives were laid down in the successive five year plans to achieve socio-economic justice and equality.

In order to attain these goals, a series of Acts were passed from time to time, like the Minimum Wages Act, Employees State Insurance Act, Workmen's Compensation Act, Wealth Tax Act, Gift Tax Act, Estate Duty Act etc. Article 31 of the Constitution regarding the fundamental Right to Property was amended several times in order to reduce disparities in income of the individuals. A number of industrial and social services vital to the economic development were brought under public sector through Industrial Policy Resolutions. Life Insurance and General Insurance and Major Commercial Banks were nationalised. Privy purses and special privileges of the former princes were abolished. A number of other measures were also taken to acquire, mobilize and utilize financial resources for the common good of the people.

To implement the land reforms almost all the State Governments passed Acts for the abolition of Zamindari, Jagirdaris and Inams. Legislation also fixed ceilings on land holdings and the surplus land acquired was distributed among the landless poor.

vi) New Programmes and Organisations

A number of steps like the establishment of cooperatives, collective farmings, community development programmes, Panchayat Raj system were taken to develop rural areas through

peoples participation and democratic decentralisation. A number of irrigation projects, for better utilisation of river waters, for generating hydro-electricity and power were constructed in different states with huge expenditure and thus agriculture production was encouraged through Green Revolution Programmes, and by introducing chemical fertilizers, pesticides and improved variety of seeds. In spite of the worst droughts during 1965-67 the Government concentrated its efforts to increase agricultural production to achieve self-sufficiency with the aid and assistance of World Bank, the U.S. Government and Ford Foundation and other agencies and also launched on a big scale Family Planning Programme to arrest the population growth.

vii) Foreign Trade

With the intention of building young India on its sound economic footing efforts were made to extend and improve its productive capacity on a fast rate. For this, imports of machinery and equipment which cannot be produced at home and exports of excessive and finished goods became inevitable. Further, maintenance of balance of trade also became necessary because of external assistance can help to share the burden of growth in the short run, but in the long period the developing country has to bear the burden of development itself. To meet the growing foreign trade debt in view of imports, a developing country has to increase its exports. Therefore, the Government has to depend on foreign imports. This has led to another consequence. To liberalise imports the rupee value had to be devalued in 1966 by 36% to get the U.S. assistance for the Fourth Five Year Plan. This in turn led to a decline in India's exports and its foreign exchange position deteriorated. The management of entire economy rests on the international levels are bound to reflect on the domestic economy. The country's administrative system is expected therefore to be ever vigilant about the consequences of change in trade.

viii) Thrust for Rapid Industrialization

With the financial and technical assistance of a number of countries India established a number of steel mills and other industries. To assist the industry, the Government also set up Primary and Secondary Schools, Industrial Training Centres, Engineering Colleges, Institutes of Technology and Advanced Research Laboratories. All these institutes have produced an impressive number of engineers, qualified technical personnel and scientific research workers.

India's decision to industrialise the country led to a search to find resources and equip herself with the required basic facilities. Developed countries of the capitalist and socialist world have advanced loans, equipment and technological know-how. Modern agricultural technology was introduced in agriculture and grain output was increased two to three fold.

India has developed considerable industrial base and established machine- building works, newsprint pharmaceutical, heavy electricals, fertilizers and other industries owned and operated by Government Corporations and Companies. Yet, half of the industries are in the hands of private ownership, domestic, foreign or combination of both.

Check Your Progress - Exercise 4

1. Find out the correct answer.

The economy in which large number of people depend on agriculture for their livelihood and the highest share to national income comes from agriculture sector is called :

- a) Industrial economy
- b) Agricultural economy
- c) Mixed economy

2. List out the Industrial Policy Resolutions (IPR) of independent India.

Explain the significance of Second IPR.

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3. Mixed economy means.

- a) Co-existence of public and private sectors
- b) Socialist economy
- c) Capitalist economy

5.5 SUMMING UP

The administrative system as one of the sub-systems of the social system is influenced by the socio-cultural system. The bureaucracy, has an important role to perform in directing the social change. Administrative behaviour is influenced by the values cherished by the society in which it works. The extent of mutual influence depends on the relative strength of special values developed by the bureaucratic system vis-a-vis the values of the society of which it is a part. Although administrative structure is generally influenced by the value structure of the society, the Indian bureaucratic culture is sometimes ambivalent, complex and contradictory. It developed values of the elitist administrative class in isolation from the rest of the society. There is an amount of high degree of formalism, poly-normalism, poly-communalism and nepotism

operating in the Indian bureaucratic behaviour. The Indian society is a witness to an era of acute conflict in the socio-economic and political spheres. There is no national consensus on certain fundamentals.

A vast administrative system was created to carry out the tasks of nation-building, social change, justice and establishment of a welfare state. We have discussed in the pages that preceded the major aspects of our political system and the role of administration. The maladies facing the system are also discussed. We now conclude that the conflict between status quo-ism and status quo-antism has to be resolved through consensus to realise our lofty ideals.

In regard to economic development of the country, it has been observed that it was due to defective formulation and defective implementation that the fruits of planning have not been reaped by all. The Indian Administration could not play effective role in the proper distribution of development benefits.

Thus the administrative system in developing countries can properly be appreciated only when we know the ecological setting in which it operates.

5.6. ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. It is not possible to study public administration separately without studying sociology of India. Hence, it is necessary to study Indian administration in its social context.

Exercise 2

1. The broad features of Indian social structure are: religion, caste, women, family, education, social values, etc.,
2. Division of India into Hindustan and Pakistan, encouraged by the British Government is known as the 'Two Nation Theory'.
3. Independent India legally banned untouchability. Reservations have been provided for their representatives in the legislative bodies, in the public employment opportunities and educational institutions.

Exercise 3

1. The main features of Indian political system include the form and type of Government, the place of civil services, the employees' dimension etc.
2. (c) Politicians are accountable to the people for the promises made at the time of elections.

3. (a) Non-participation of officials in political wrangles.

Exercise 4

- 1 (b) Agricultural Economy
2. The Industrial Policy Resolutions (IPR) are: 1948, 1956, 1973, 1977 and 1980. The 1956 Industrial Policy Resolution introduced the concept of 'Mixed Economy' in our country.
3. (a) Co-existence of public and private sector.

5.7. MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

1. Discuss the importance of the study of social and cultural context of Indian Administration.
2. Write a note on democracy in India.
3. Describe the major economic policies of Independent India.
4. State the reasons for the intervention of State in economic activities.

II. Answer the following in about 15 lines each.

1. Joint Family
2. The status of women in India
3. Explain the concept of Mixed economy
4. Foreign Trade

5.8. REFERENCE BOOKS

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2. R.B. Jain Contemporary Issues in Indian Administration, Vishal Publications, Delhi 1976.
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UNIT - 6 : MAJOR CHALLENGES TO INDIAN ADMINISTRATION

Contents

- 6.0 Objectives
- 6.1 Introduction
- 6.2 Administrative Structure
 - 6.2.1 The need for Reforms
- 6.3 Politicized Administration
- 6.4 Corruption
- 6.5 Image of Civil Services
- 6.6 Problems of Inefficiency in Administration
 - 6.6.1 Class Character
 - 6.6.2 Bureaucratic Apathy
 - 6.6.3 Political Interference
 - 6.6.4 Bad Service Conditions
- 6.7 People's Participation
- 6.8 Summing Up
- 6.9 Answers to Check Your Progress
- 6.10 Model Examination Questions
- 6.11 Reference Books.

6.0 OBJECTIVES

This unit gives you an idea about the broad characteristics of contemporary administrative system of India and also explains you the major challenges faced by it. After reading this unit you would be able to:

- describe the functioning of administrative system,
- portray the reasons for corruption and inefficiency, and
- identify the ingredients for effective administration.

6.1 INTRODUCTION

The aims and objectives of the independent India are expressed at length in the Constitution of India. It is the responsibility of the state and its administration to achieve those objectives. For this, the state has to evolve necessary policies and programmes and enforce them with a view to realising the goals of a welfare state through democratic socialism. In the ultimate analysis the success of the Indian administration depends upon its efficiency in satisfying the needs of the masses of illiterate and poor people who cannot understand the intricacies of administrative procedure but look to the administration for help.

6.2 ADMINISTRATIVE STRUCTURE

The efficiency and success of any administration, to a large extent, depends on the organisational structures, the capacity and the cooperation of the bureaucracy to provide the services and deliver the goods. Let us now examine the organisational structure that has been evolved to deliver the necessary services to people. The present administrative structures, procedures and the personnel system in India, as already discussed in earlier units, were created by the British Government more than two centuries ago to suit the needs of the colonial government. Although power was transferred to the Indians, no basic transformation in administrative structure took place. Therefore, Rajani Kothari rightly observed that "organisation is the key to the failure of Indian Administration". P. V. R. Rao a social scientist pointed out that to make the administration an instrument to discharge the responsibilities of a welfare state, a change in the social, political and administrative infrastructure is required.

6.2.1 The Need For Reforms

The need for administrative reforms and reorganisation has, of course, been well recognised. The Government of India and the State Governments have appointed a number of Commissions for administrative reforms and also Committees to enquire into all aspects of the administration like general administration, conditions of civil services, administrative procedures etc.

The Administrative Reforms Commissions and Committees recommended a number of reforms aimed at restructuring the administrative system to meet the changing needs. However, these efforts did not bear much fruit due to various reasons. According to A. Avasthi "the most important reason for the ineffectiveness of administrative reform has been the isolation of such exercise from the wider political, economic and social control". Rajani Kothari felt that the administrative structures are so rigid that left to themselves they may not be willing to accept a change. For, they are extremely conservative and they prefer to retain the age-old characteristics than to mobilize them for new goals and objectives.

Administrative change and reform are essentially a political task that can be accomplished with the cooperation of the bureaucracy. The Government of India and the State Governments have also created new administrative structures particularly in public and developmental sectors. These new structures, although different in their composition, are created more or less on the lines of the old administrative structures. Thus, the regulatory, the developmental, the commercial, the industrial and the social welfare administrative structures have grown over the years in an haphazard manner without adequate thought on long term planning which proved to be unsuitable to modern needs of India. Therefore, they could not serve as efficiently as required and expected. Hence the Indian administrative structures and functions demand immediate reform and change to make it dynamic and a fit instrument to undertake tasks of modernisation. Administrative reforms are possible only when they are backed by strong political will. However, we notice the absence of a strong and healthy political system to bring about the desired administrative change.

Check Your Progress - Exercise 1

1. Explain the basic objectives of Administrative Reforms Commission (ARC).

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2. Indicate which of the following is the basic requirement for the effective implementation of administrative reforms.

- a) Recruitment of trained personnel.
- b) Good office accommodation.
- c) Strong political will.

6.3 POLITICIZED ADMINISTRATION

In India, the administration is very much politicised after Independence. As the political master in the beginning were inexperienced, the administrators at the top level wielded greater influence on them. But even in the later years the political leadership did not develop due to the growth of weak political parties. They very often depended on a single political leader. The political leaders have been busy with factional politics, coalition politics, conflicts of power

between the governmental and organisational wings of the party etc. This kind of weak and unstable political leadership heavily depended on bureaucracy. As a result, the bureaucracy today is playing a crucial role in the policy making and implementation. This also resulted in the politicisation of administrative machinery.

Since the days of freedom struggle there existed in India a mutual hatred between the political leaders and the administrators. One can understand such a relationship in a colonial rule. But it persists in an independent democratic state, where the political leaders and the administrators publicly blame and accuse each other for their omissions and commissions. However, the dependent political leaders and the politicised administrators, in the later years of Independence cooperated with each other with love-hate relationship and in many instances colluded mutually to safeguard and secure their private interests. Thus, both the politicians and the administrators are committed to themselves. As Maheswari said "the politician publicly commits for public welfare and privately pursues self interest, the civil servant remains publicly neutral and privately committed to the politician". Between these two groups the neutrality of public services is losing its legitimacy.

Democratic control over administration has to be re-established through the creation of democratic political elite and suitable environment to enable Indian administration to function effectively. It is also essential to create an administrative elite which not only respects democratic control, but also works for political development. Such leadership must work together with mutual cooperation to reach the accepted goals of the Indian Republic.

Check Your Progress - Exercise 1

1. Do you agree with the statement the "the weak and unstable political leadership resulted in the politicisation of administrative machinery ?
a) YES
b) NO

6.4 CORRUPTION

India's major challenge is the growing corruption in the public services. It is the greatest single factor which has contributed to the loss of confidence in the administration since independence. Santhanam Committee on Corruption in 1964, deplored the widespread corruption at all levels of administration and felt that the cultivated red-tapism in administration is one contributing factor to the increasing corruption. One of the major causes for this sort of corruption is the unwillingness on the part of the political system to deal drastically with the corrupt and inefficient public servants. The political and administrative corruption have taken such deep roots that it has become a way of social life and the people are forced to accept it as part of their daily life. A

number of solutions have been offered to eradicate it. For instance, the establishment of Anti Corruption agencies, Vigilance organisations, Lok Pals, Lok Ayuktas, Dharma Mahamatras etc. But none of these remedies could totally cure the disease. The rampant corruption in India has created a new institution of 'Pyravikar' a middle man, an agent between the administration and the people to get things done for a fixed price. Thus, corruption in political and administrative fields pose a threat to the very system.

Check Your Progress - Exercise 3

1. Name the person who headed the committee on corruption constituted in 1964.
 - a) Santhanam
 - b) Narasimham
 - c) Balwantray Mehta

2. Name the institutional arrangements for the eradication of corruption in public life.

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6.5 IMAGE OF CIVIL SERVICES

Unpopularity of administration arises partly because of the ignorance of public about the complexity of the administration and partly because of the ineffective control of the administration by the political master. It is the responsibility of the administration to maintain such public relations to make the common man understand the complex administrative procedures and processes. However, our administrative system maintains poor public relations. The civil services by their recruitment and training remained aloof from the general masses. Shyamal Kumar Ray narrated four reasons for the anti-people attitude of the civil service inherited from the British as a legacy. Administration behaves in an authoritarian way and maintains unnecessary secrecy in such a way that the public policies which need the public cooperation also are not publicised whole heartedly. Administration did not develop a democratic culture to learn that it is the servant of the public. Public opinion is seldom respected. Administration dominates over the people and the representative bodies like the legislature and the executive are losing control over the administration as they have lost control over themselves.

Check Your Progress - Exercise 4

1. Indicate which of the following is correct.

The main cause for the unpopularity of administration is :

- a) People's ignorance about the complexity of administration
- b) Ineffective political control over administration
- c) Political intervention

6.6 PROBLEMS OF INEFFICIENCY

The Indian Political system is responsible to realise the Constitutional goals of a Sovereign, Democratic, Secular and Socialist society mitigating all sorts of inequalities. It is not possible to attain them without committed, effective and efficient bureaucracy. There are some other important problems which hinder the efficiency in administration. Let us now discuss them in detail.

6.6.1 Class Character

It is argued that the Indian bureaucracy represents only an upper strata of society and does not represent all sections in it. Therefore to make it responsive, responsible and committed to the people, some have suggested a representative bureaucracy in which all classes and sections of society find equal representation.

6.6.2 Bureaucratic Apathy

Another challenge is the bureaucratic apathy for social change which is widely noticed in the developing countries. Our administration which served the colonial master so loyally, for a long time, enjoying all the authority and privilege would surely resist social change, especially when it is unrepresentative. It is observed that bureaucracy as a representative of the upper and middle strata of the society would not shed its class orientation and would naturally be unwilling to bring socio-economic change.

However, some observers point out that our administrative system is not ineffective and is capable of carrying the goals of the Government. They say that we have inherited a trained administrative organisation with well established procedures from British. Paul H. Appleby certified in 1953 that the Indian administration is one of the efficient ones among a dozen most advanced governments of the world. The civil services, the scientific and technical personnel, the professionals are well qualified, trained and experienced when compared to those in other third

world countries. But due to a number of reasons like the political interference, inadequate working conditions and pay scales, the public services have developed apathy towards socio-economic developmental activities of the government.

6.6.3 Political Interference

Another reason attributed for the fall of efficiency in administration is frequent complaints with regard to increased political interference in its day to day working. Empirical evidence is not lacking in this respect. Otherwise a competent personnel are facing problems of adjustment vis-a-vis their political masters when they fail to oblige them. The point is while political interference in administrative matters is a global phenomenon, the degree of it perhaps may differ from one country to another. The experience of highly evolved political systems ought to be different from less evolved one's.

6.6.4 Unsatisfactory Service Conditions

Yet another factor that marks the performance of efficiency of civil servants is unsatisfactory service conditions. Problems related to pay scales, retirement benefits, tenure, hours of work, security of service, housing facilities, frequent transfers etc., come under this category. It is generally observed that adverse conditions of service lead to a feeling of unrest among the employees. Further it has an adverse effect on the efficiency and morale of the employees. The discontentment among employees gets manifested in the form of protests and agitations causing dislocation to the public life. This is not to say that other countries of the Third World are not facing similar problems. A large country like India no doubt confronts more number of problems. Contentious issues like service conditions pose frequent challenges to the body politics which in turn has a bearing on the efficiency of the system.

Owing to the problems mentioned above our administration could not achieve the intentions of the Constitution makers. The Planning Commission, repeatedly wanted that administration should ensure high standards of integrity, efficiency and speed in implementation of plan programmes to achieve the goals. The administration in India still exhibits a continuity of bureaucratic symptoms of the British. It is not to point out the incapability of the Civil Services, but it is to say that potential is more noticed in preserving its class character. Of course one may say that it is the case with all the bureaucracies in developing societies.

The ideals of the welfare state can be achieved only with the co-operation of committed administrators representing all the sections of the society. They should be trained to be progressive, humane, responsive, adaptive to the main roles and adjustive to the new role that change brings about.

Check Your Progress - Exercise 5

1. Why do you think that the bad service conditions of employees pose a major threat to the efficiency of administration.

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2. What do you mean by representative bureacracy ?

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6.8 PEOPLE'S PARTICIPATION

People's participation in the decision making is one of the important aspects of democratizing the process of governance. It strengthens the responsiveness and increases the accountability of the administration to the people. The grievances of the people are not attended to for either want of finances or insensitiveness towards public problems. Matters can be set right only through strengthening the grass-root institutions of democracy.

Check Your Progress - Exercise 6

1. Why do people participate in administration

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6.9 SUMMING UP

Avasthi writing on the challenges to Indian Administration observed that "every one, rich or poor, literate or illiterate, old or young, male or female, the urbanite or the rural, official or non-official appears to be utterly dissatisfied with the existing administration and is highly and vocally critical of it. Even Ministers, the Chief Ministers, the Prime Minister and the President himself have publicly referred to the inadequacy of the administrative machinery to deliver the goods". He further observed that emphasis is rapidly shifting to extra-constitutional methods in order to achieve sectional and individual interests and the government is managed by pressure groups and organised interests. He felt that the parliamentary democracy in India functioned so far as a "force for socio-economic status-quo". There is an urgent need to reorient and restructure the Indian administrative system in order to establish an egalitarian society in India.

6.10 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. To suggest reforms aimed at rebuilding the administrative structure to suit the changing needs of the people.
2. Strong political will.

Exercise 2

1. Yes

Exercise 3

1. (a) Santhanam
2. Anti-Corruption Bureaus, Vigilance organisations, Lok Pal & Lok Ayuktas, etc.

Exercise 4

1. (c) Political Intervention

Exercise 5

1. See 6.6.4
2. The bureaucracy that represents all sections & classes of society is called representative bureaucracy.

Exercise 6

1. People must participate in administration to make it more responsive to their problems.

6.11 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each

1. Critically analyse the administrative structure of India.
2. Discuss the problems of inefficiency in administration.
3. Explain the reasons that lead to the politicization of administration.

II Answer the following in about 15 lines each

1. Democratic control over administration.
2. Discuss the effects of people's participation on administration.
3. Explain the service conditions of public employees.

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BLOCK - II

ADMINISTRATIVE SYSTEM - CENTRAL AND STATE

This Block consists of 8 units. It deals with the description of administrative organization both at the central as well as state level. Units 7 to 9 study not only about the political executive at the central level but also the staff agencies like the central Secretariat and Cabinet Secretariat. Units 10 to 12 study about the political executive at the state level along with the State Secretariat. In view of its importance, the relationship between the Secretariat and Directorates is studied in Unit 12. Unit 13 deals with district administration which is a delivery point and cutting edge of state administration. In view of 'Government in Business' a unit (14) is added on the forms of Public Enterprises.

UNIT - 7 : POLITICAL EXECUTIVE AT THE CENTRAL LEVEL

Contents:

- 7.0 Objectives
- 7.1 Introduction
- 7.2 Functions of the Political Executive
- 7.3 Types in Policy Formulation
 - 7.3.1 Role of Union Government
 - 7.3.2 Role of Ministries
 - 7.3.3 Role of Central Secretariat
- 7.4 Minister - Secretary Relationship
- 7.5 Summing up
- 7.6 Answers to Check Your Progress
- 7.7 Model Examination Questions
- 7.8 Reference Books

7.0 OBJECTIVES

The aim of this unit is to make you aware of the process of policy formulation with special reference to the role of ministries. After going through this unit you will be able to:

- identify different stages in policy process, and
- explain the role of different segments.

7.1 INTRODUCTION

Policy formulation is one of the crucial areas of Governmental activity. A policy, simply defined, is what the Governments will do or shall not do. According to Paul Appleby the essence of public administration is policy formulation. Policies pave the way for the realization of the objectives. The objectives of an organization are usually expressed in general terms. Policies give a concrete shape to the objectives that are sought to be achieved. Marshal Dimock

defined policies as 'the consciously acknowledged rules of conduct that guide administrative decisions'. Avasti and Maheswari cautioned that policy should be distinguished from the goal or the objective on the one hand and operative steps on the other. Quoting an example they stated that making every person in the country educated is an objective. Compulsory primary education is a policy designed to realize the goal and the opening of schools and the training of teachers are the steps necessary to implement the policy. We cannot completely understand how the Government works unless we know, broadly, the role of different agencies in policy formulation.

7.2. FUNCTIONS OF THE POLITICAL EXECUTIVE

The earlier writers on Public Administration drew a line of distinction between politics and public administration. They include Woodrow Wilson and Goodnow. To Woodrow Wilson policy making was a political function while administration was concerned with only the implementation of policy.

Check Your Progress - Exercise 1

1. What do you mean by policy?

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2. "Policy making is the function of politicians while its implementation is the job of administrators". Name the person who made this statement.
 - a) Woodrow Wilson
 - b) Luther Gulick
 - c) Max Weber

7.3. TYPES IN POLICY FORMULATION

Gladden, in his work 'Essentials of Public Administration', identified four different levels in policy formulation.

1. Political or general levels in policy formulation.
2. Executive policy framed by the cabinet.
3. Administrative policy i.e. the method by which the administrator carries out the will of the Government.
4. Technical policy i.e., day to day policy adopted by officials in implementing administrative policy.

The legislature, executive and judiciary have their specific role in policy making. The spheres of action of the three organs is clearly spelt out in the Constitution of India. The bureaucracy too plays an important role in the shaping of a policy or policies. Policy-making calls for not only political will but also working out modalities of a policy, viability aspects, legal implications and a host of other issues which demand in-depth comprehensive thinking. The Legislatures may not be having either the time or the necessary expertise. Hence the role of bureaucracy figures in discussion on policy formulation. Apart from this, the administrators with their rich experience contribute a lot for the evolution of a policy. The administrators have at their disposal all the technical information on all important aspects concerning their department/ministry. Hence the political party in power in any democracy relies heavily on the administration for their help in transforming their ideas into policies.

There is yet another dimension to this. The political executive holds office for a fixed tenure (say five years). The party in power faces hustings again and seeks to form the Government. So the same party may come to power or some other party may come to power. But the civil services are permanent. Whatever party is in power in a parliamentary democracy it spells out its stand on various issues pertaining to economy, society and other issues. We may say that the manifesto of a political party can be broadly called the basis for policy formulation. The details are generally worked out by the bureaucracy. Now let us see how the work in the Government of India is divided and how they manage the affairs.

7.3.1. Role of Union Government

The work of the Government is divided into several departments. Each ministry is put in charge of a subject or subjects. It is expected to function as the unit of an integrated whole i.e., Government. The nature of a policy determines to a large extent the role of the ministries. Take for instance, the Government's decision to increase the food grain out-put to meet food

shortage on a long term basis. It would require a policy to ensure the increase food grain out-put which may involve more than one ministry. For example, the Department of Agriculture supplies the latest data regarding yield per acre in various parts of the country; the Chemicals and Fertiliser's Ministry supplies information on the latest innovations in fertiliser usage, the current production level in various fertiliser factories, the time required by them to increase out-put; the Rural Development Ministry supplies data on the ongoing programmes of rural development and how the policy of increasing food out-put can be made part of the programme package; the Education Department supplies information on various adult education programmes, Farmers' Functional Literary Programmes, and what they propose to do to popularise the programme for high yield. All this, suggests that this policy is not entirely the domain of the Department of Agriculture, but involves a host of other departments who participate, in the formulation as well as implementation.

7.3.2. Role of the Ministries

Now we shall discuss the role of the Ministries in Policy Formulation.

Generally, the ministries are assigned a prominent role in the formulation of policies at the Union Level. It should be mentioned here that the Union Government, i.e., the Central Government in our country provides direction to the states and other lower Governmental structures. The Union Government gives policy directives to the States. For instance when the Education Ministry at the Centre announces a policy to increase literacy, the State Governments too will be partners in the formulation and implementation of the programme.

The Governmental work is done through ministries/departments, subordinate offices, various Public Undertakings and other agencies attached to them. Article 77 (3) of the Indian Constitution lays down the procedures for allocation of work among various Government Departments for purposes of easy transactions. These are known as Government of India (Allocation of Business) Rules, 1961. These are amended from time to time. These rules specify the ministries/departments, offices through which the Governmental transactions are carried out. According to the Manual of Government of India, the work allotted to a Ministry is normally carried out by the Minister who is kept in-charge, or by an officer of the ministry under the overall supervision and direction of the Ministers. Except in those matters which involve inter-departmental consultations, and those which require the orders of the Cabinet or Prime Minister, or sub-committee of cabinet, a minister is generally take policy decisions concerning his ministry. Certain types of cases also require the President's assent before formal orders are issued.

As the Governmental activities grew the number of ministries/departments also increased. Starting with 18 Ministries in 1947 the number of Ministries and Departments rose to 40 in 1967 and nearly 53 in 1978. The Central Secretariat too witnessed rapid expansion. From about 30 Secretaries to the Government of India in 1977 the figure has risen to more than 60 today. As

already pointed out, the policy proposals for approval put up by Ministries are first scrutinized at the level of the Secretary of the Ministry concerned, and then by other bodies like the Cabinet Secretariat. It again depends on the subject or issue. The day to day administration in any case is guided by rules of the Government. The Ministries and Departments incharge of specific subjects play a significant role in the evolution, formulation and implementation of policies. Let us discuss some of the functions of the Central Secretariat.

7.3.3. Role of Central Secretariat

The Central Secretariat coordinates the activities of all the Ministries at the Centre, A Ministry consists of a Minister, a Secretary and other officials. The Secretariat's primary responsibility is to assist and advise the ministers in respect of:

1. Making and modifying policies from time to time,
2. Framing legislation, rules and regulations,
3. Planning and programme formulation,
4. Budgeting and control of expenditure,
5. Supervision and control over the execution of policies and programmes by field agencies and evaluation of results,
6. Coordination and interpretation of policies, assisting other branches of the Government and maintaining contacts with state administration,
7. Initiate measures for enhancing organizational competence, and
8. Attending to the Parliamentary responsibilities.

The Central Secretariat is a collection of various Ministries and Departments. However the Cabinet Secretariat comprising of more than one department is still known as Secretariat. We shall discuss the role of the Cabinet Secretariat in the next unit.

Check Your Progress - Exercise 2

1. Listout the functions of Central Secretariat.

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7.4. MINISTER - SECRETARY RELATIONSHIP

Within its sphere of responsibility a Minister is responsible for the formulation of policies. A Ministry may consist of more than one department. The relationship between Minister and Secretary is of critical importance to the effective functioning of the machinery of Government. Theoretically the Minister lays down the policy and the secretary implements it. A policy can be formulated only on the basis of relevant information and data. The information necessary will be made available by the Secretary who is expected to advise the Minister without fear or favour. A close and intimate relationship should therefore exist between the Minister and his/her Secretary for the efficient functioning of the ministry.

A debate is now going on about the relationship between a Minister and a Secretary. A Minister is a politician who comes to occupy the office carrying with him the aspirations of the people, what they expect from him and what they do not. He may or he may not have acquired legislative or administrative experience. As you are aware, he continues in office as long as he enjoys the pleasure of the Prime Minister, and as long as his party enjoys the confidence of the Parliament, or as long as his party commands majority. This means that he is not a permanent Minister. The Secretary however, is a permanent civil servant with wide experience in administration (Normally highly experienced civil servants are posted as Secretaries at the Union level. The post of a Secretary to the Government of India is equivalent to that of a Chief Secretary of a State). As has rightly been pointed out by Shriram Maheswari "each (Minister Secretary) lacks what is best in the other and therefore supplements the other": However if one of them oversteps his sphere of action or does not perceive his role properly, then suspicion, misunderstanding and disharmony are bound to surface and lead to the obstruction of efficient functioning of the department.

The general background of Ministers at the Centre in the 1950's was that a good majority of them were fairly educated. Most of them had participated in the freedom struggle. They had commanded the respect and confidence of civil services. By and large, harmonious relations prevailed between the Minister and the Secretary. Patel, who was the first Minister for Home arranged informal meeting of the Secretaries to listen to their problems and sort them out. In the later period, differences of opinion between Ministers and Secretaries arose. We may cite the example of the rift between T.T. Krishnamachari and H.M. Patel over an issue relating to Life Insurance Corporation. In recent times we have also witnessed the rift between Hanumanthaiah the Railway Minister, and the Chairman of the Railway Board, Ganguli. These differences will point out the areas of vulnerability in the Minister-Secretary relationship. These have an adverse effect on the process of policy formulation at the central level. However, barring these and a few other instances, the relationship between Ministers and Secretaries, by and large have been cordial.

Check Your Progress - Exercise 3

1. What is the role of a Secretary in policy making?

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7.5. SUMMING UP

Ministries play a vital role in policy formulation at the Union level. The Central Government not only provides direction to policy formulation but also determines the method of implementation. The Central Government formulates policies keeping in view the overall interests of the country. As the principal agencies of policy making in India, the Central Ministries have the data concerning their Ministries/Departments. The Central Ministries not only act in the exclusive domain (union list of subjects) but also take part in common subjects like Education and Social Welfare, which fall in Concurrent and State lists. This indicates the predominant position of Central Ministries in policy formulation. A Ministry consists of Ministers (Cabinet, Deputy and Minister of State) and officials (Secretary, Joint, Additional, Deputy & Under Secretary). Theoretically the Minister of a Ministry provides policy directions and the officials implement the policies. However, bureaucracy plays a significant role in policy formulation as well as implementation. With the rich experience and voluminous data at its disposal, bureaucracy virtually gives shape to a policy. In discharging their respective functions the Minister and Secretary are expected to function in close harmony.

The Politician (Minister) represents the popular will of the people. The Secretary should carry out the wishes of the Minister keeping in view the interests of the Government. Since Independence, the relationship between Ministers and Secretaries has been satisfactory barring a few instances of misunderstanding.

Thus the Central Ministries play a crucial role in determining policies at the Central level. The policies worked out by the Central Ministries have to be put up before the Cabinet for final approval. We shall discuss the role of the Cabinet Secretariat in policy formulation in the next unit.

7.6. ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1

1. The consciously acknowledged rules of conduct that guide administrative decisions is called policy.
2. Woodrow Wilson

Exercise - 2

1. See 7.3.3

Exercise - 3

1. The Secretary has to make available necessary information and data. He is expected to advise the Ministers without fear or favour.

7.7 MODEL EXAMINATION QUESTION

I. Answer the following in about 30 lines each :

1. Define 'Policy' and sketch its role in administration.
2. Summarise the role of Union Ministries in formulation of policies.
3. What are the four stages in policy formulation?
4. Discuss the role of bureaucracy in shaping policies.

II. Answer the following in about 15 lines each :

1. Central Secretariat.
2. Minister-Secretary relationship.

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BRAOU

UNIT - 8 : CENTRAL SECRETARIAT - ORGANISATION & FUNCTIONS

Contents

- 8.0 Objectives
- 8.1 Introduction
- 8.2 Evolution of the system
 - 8.2.1 Some important units
- 8.3 Organisational Structure of a Ministry
 - 8.3.1 Top Management
 - 8.3.2 Middle Management
 - 8.3.3 The rank and file
 - 8.3.4 Different Departments
- 8.4 Powers and Functions of a Secretary
- 8.5 Reforms
- 8.6 Summing up
- 8.7 Answers to Check Your Progress
- 8.8 Model Examination Questions
- 8.9 Reference Books.

8.0. OBJECTIVES

The aim of this unit is to explain you the Central Secretariat. After going through this unit you would be able to:

- describe the evolution of the central secretariat,
- identify the organisational structure of a Ministry,
- describe the powers and functions of the secretary, and
- portray the important reforms.

8.1. INTRODUCTION

The Executive branch of the Government comprises two broad parts, the political and the permanent wings. The political wing comprise the Council of Ministers who are responsible for policy formulation, direction and accountability before parliament.

However, one should not forget that the Council of Ministers continues in office so long as they command the confidence of parliament. Hence the tenure of office of the political executive is restricted and temporary. Then the question arises as to who would provide the continuity in administration, for carrying on the day to day administration and providing services to the public. This major problem is solved through the permanent executive namely, the civil service.

It is rather difficult to imagine that a modern state can exist without the government officials performing a variety of functions and rendering multiplicity of services. In general terms, the permanent executive may be defined as the Administrative Organization.

Check Your Progress - Exercise 1

1. Name the parts of the Executive branch of Government.

- a) Political wing and Permanent wing
- b) Executive wing and Legislative wing

2. Who would provide continuity in administration?

- a) The political wing
- b) The permanent wing.

8.2. EVOLUTION OF THE SYSTEM

The Indian Central Government administrative set up has been fashioned after the British system. Hence the pattern of administrative organisation resembles by and large the British system.

8.2.2. Some Important Units

The important Units are as follows:

- 1. Ministry
- 2. Department

3. Wing
4. Division
5. Branches
6. Section
7. Attached Offices, and
8. Sub-Ordinate Offices.

Let us now discuss these Units in brief.

(1) **Ministry** : The term ministry essentially, explains that it is an area of action where the elected representative is involved. In any democratic administrative system the performance of any function of the Central Government must always be the responsibility of some minister who is individually answerable to parliament. The functions of the government must, in fact, be distributed among a group of ministers. A minister may be responsible for several ministries dealing with any other than his own portfolio, depending on the political power equations in the Cabinet or political exigencies. All the same, a minister is answerable to the parliament for all the ministries under his charge.

(2) **Department** : A ministry may be divided into subjectwise units called Departments. Thus a department represents a reasonably homogenous block of work. Normally it should be of manageable size and under the charge of a Secretary.

(3) **Wing** : The work of a department is sub-divided into a number of units in flow of business, and a wing represents a particular block of work with an Additional or Joint secretary, with full authority to dispose of business under his charge.

(4) **Division** : Functionally a wing is sub-divided into a number of divisions each one of them functioning under the control of a Deputy Secretary.

(5) **Branch** : The Division is further sub-divided into branches under the control of Under Secretary or Assistant Secretary.

(6) **Section** : The Section is the last unit of division of work under the control of a Section Officer.

This neat and systematic organization was sufficient when the work of the Government was restricted. But with the horizontal and vertical spread of the Governmental activities, attached offices and sub-ordinate offices came into existence. In the words of S.R. Maheswari, the Secretariat is the instrument for the formulation and shaping of policy. Under the spread out of this network a number of agencies are charged with the execution of policy. Those are

the Attached and Sub-Ordinate Offices.

An attached office has dual function to perform:

- (1) It makes available to the ministry concerned, the technical data and advice which necessarily form the basis for policy formulation; and
- (2) It also provides executive direction to the departments.

As sub-ordinate office is responsible for the execution of the policy or decisions of the government.

Check Your Progress - Exercise 2

1. The Indian Central Government administrative setup has been fashioned after the

- a) British system
- b) Moghul system

2. A section is headed by

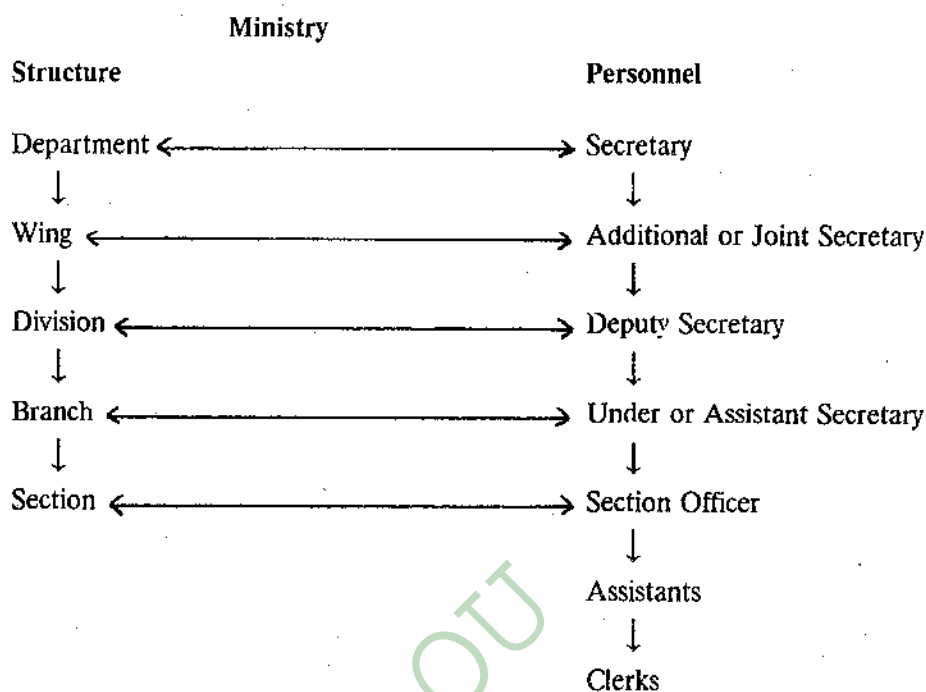
- a) Secretary
- b) Section Officer
- c) Minister

3. A sub-ordinate office is responsible for the

- a) execution of the policy
- b) Making policy

8.3. ORGANISATIONAL STRUCTURE OF A MINISTRY

The following chart indicates the structure as well as the hierarchy of personnel of a Ministry.



The nature of this hierarchical arrangement is such that, while work flows from top to bottom, responsibility climbs from bottom to top, commensurate with the work.

It will be of interest to note that an officer supervises the work of three to five Under or Assistant Secretaries each heading a branch. Thus the principle of Span of Control comes to play. The allocation of subjects and work to each division or branch varies from department to department on the nature of the ministry.

To any administration the most important process is decision-making from the point of view of management and decision-making levels. The administrative structures are viewed as top management, middle management and rank and file.

The top management category includes Ministries, Secretaries and Additional Secretaries.

The rank and file includes Junior and Senior Assistants.

8.3.1. Top Management

By way of generalisation it may be stated that the top management is responsible for policy formulation, policy decisions, guidance, general supervision, co-ordination and control.

8.3.2. Middle Management

The middle management is the link between the top management and rank and file, i.e., where administrative decisions are implemented. At the middle management level generally policy directives are translated into viable programmes and profits. The middle management is also responsible for planning the entire programme of action.

8.3.3. The Rank and File

The rank and file is concerned with day-do-day administration and carrying out orders. A brief discussion about the powers and functions of some of the officers would indicate their role and functions.

As mentioned earlier, the Minister is the political boss and is ultimately responsible for taking decisions for which he alone is accountable to the parliament. However the administrative hierarchy starting from the secretary down wards have different duties and responsibilities.

8.3.4. Different Departments

The examples of the following ministries can substantiate the clear picture of the divisions involved in the Ministry as per their functions.

Ministry of Home Affairs:

1. Administration and O & M division.
2. Vigilance division
3. Central Secretariat services division.
4. Establishment division.
5. Emergency relief division.
6. Foreigners and citizenship division
7. Police division
8. Political division.
9. Judicial division
10. States reorganization division
11. Union Territories division

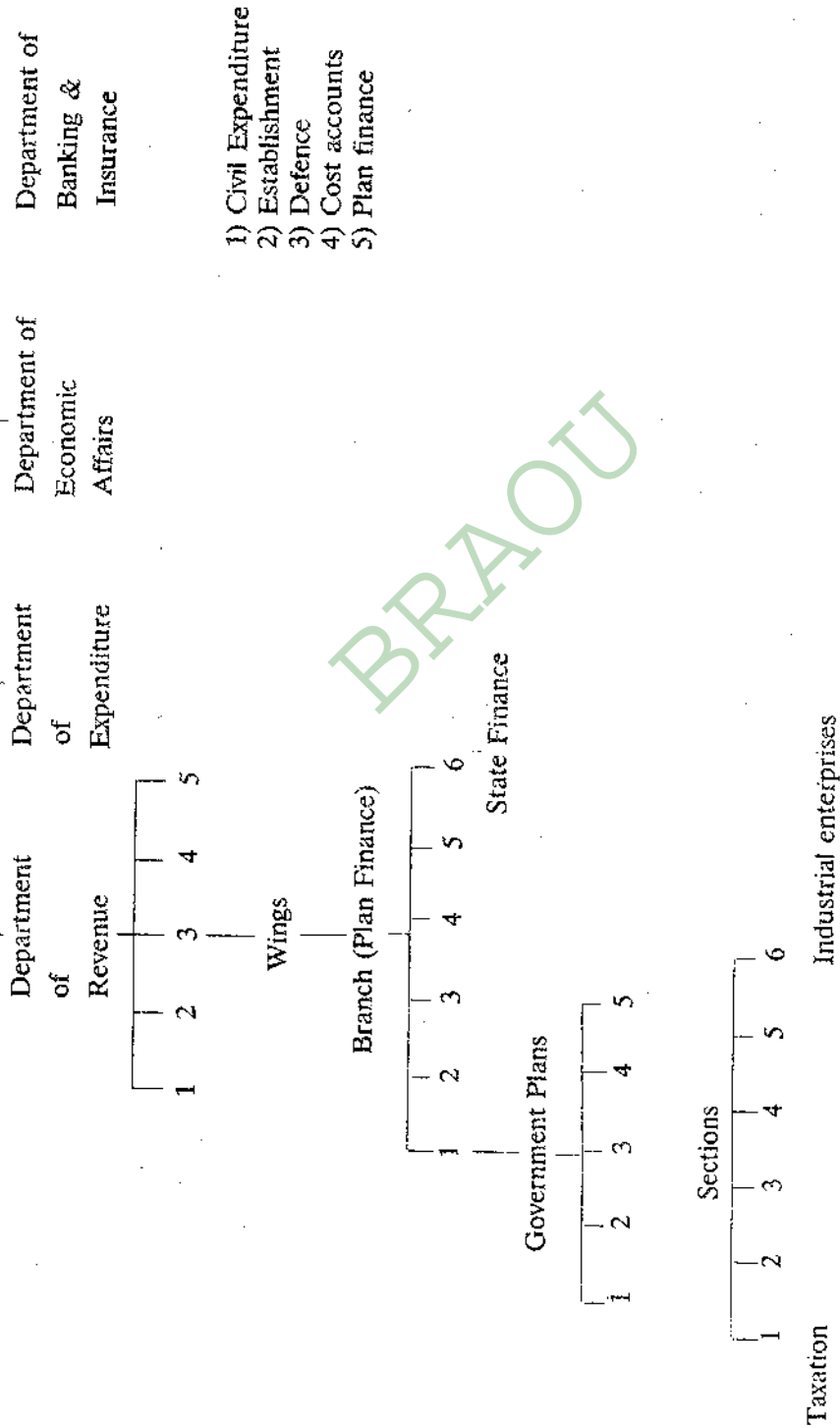
12. Official language division
13. Welfare division
14. Finance and Accounts division
15. Research policy division.

Ministry of Finance : The Ministry of Finance is at present organised into the following four departments.

1. Department of Revenue and Insurance which includes establishment division
2. Department of Expenditure including civil expenditure division.
3. Department of Economic Affairs including defence division, and cost accounts wing, and
4. Department of Banking including plan finance division and public enterprises.

BRAOU

**ORGANISATION OF MINISTRY
MINISTRY OF FINANCE**



Check Your Progress - Exercise 3

Tick the correct answer

1. The structure of the Organisation of a Ministry is
 - (a) Department, wing, division, branch and section
 - (b) Department, section, wing, division and branch
2. The hierarchy of personnel of a ministry is as follows:
 - (a) Secretary, Additional or Joint Secretary, Deputy Secretary, Under Secretary or Assistant Secretary, section Officer etc.
 - (b) Secretary, Deputy Secretary, Section Officer, Under Secretary etc.

8.4. POWERS AND FUNCTIONS OF A SECRETARY

A secretary has three fold functions:

1. He is the principal adviser to the minister in matters of policy and administration;
2. He is responsible for the efficient and economic administration of his department and the attached offices and other organizations which the ministry controls; and
3. He represents the department before the Parliamentary Committee on Public Accounts.

In the ultimate analysis, the Secretary has the undivided responsibility for efficient administration of his department. We shall also discuss the powers and functions of other important personnel in the hierarchy.

- i) **Additional Secretary and Joint Secretary :** With the expansion of the work load of the department an Additional or Joint Secretary is incharge of a wing or a portion of business allotted to him, with full authority to take decisions. The Additional Secretary or the Joint Secretary may consult the Secretary on questions of policy and seek his advice on complicated cases. A file submitted directly to the minister should pass through the Secretary on its return journey.
- ii) **Deputy Secretary :** The Deputy Secretary controls a division comprising several branches. By and large the deputy secretary disposes of all files of routine nature or on which there are clear precedents and no deviation from accepted norms or principles. In the Secretariat organisation a Deputy Secretary represents the check point where in the flow of business is screened and only important files are pushed upwards.

- iii) **Section Officer** : The work of the Section Officer is largely supervisory in nature. He supervises the assistants, and clerks who work under him and is responsible for ensuring that those notes prepared by them are factually correct.
- iv) **Assistant and Upper Division Clerk** : An Upper Division Clerk or an Assistant is required to collect the precedents, examine the relevant rules and orders having a bearing on the subject under consideration and make suggestions for disposal. He has to prepare simple notes for further clarifications.
- v) **Lower Division Clerk** : The Lower Division Clerk is expected to perform purely routine duties of collecting previous papers, maintaining books and registers, issuing letters etc. His duties are normally of routine nature because he is record keeper of all the files irrespective of their functional nature.

Thus the basic assumption of the department and the logic of its internal organization can be summed up in the following words:

“Each Government Department should have a reasonably homogenous block of work or one or two homogenous blocks of work to keep fully occupied with the normal departmental hierarchy consisting of Minister, Permanent Secretary, Deputy Secretary etc. One should avoid creating unnecessary heterogeneity either in assigning new functions or in switching off existing ones.

8.5. REFORMS

No study of the Secretariat organisation would be complete without a critical evaluation of the structure and its functioning. Administrative organization like any other living organization is subject to stress and strain. In the same view, it has to adopt itself to the changed circumstances and challenges. Otherwise it would outlive its utility. The essence of administrative capability lies in constant review of the system with a view to identifying the deficiencies and strengthening the system through doses of administrative reforms. The Central Secretariat of Government of India has been the subject of enquiry by commissions and committees. That way the system is under constant scrutiny and review. The major comments of some of the important commissions and committees are:

(i) **Gopala Swamy Iyengar Committee:**

The first major review of the machinery of Government was undertaken by N. Gopal Swamy Iyengar in the year 1949. He was asked to make recommendations for the re-organization of the machinery of the Government.

Gopala Swamy Iyengar commented on the machinery in the following words. "In the prevalent set up of the machinery of Government there was insufficient co-ordination in the

framing of policies and plans, inadequate speed and efficiency in execution".

His recommendations were:

- i) To ensure effective administration the central secretariat should be divided into thirty seven primary units of organization consisting of twenty eight departments,
- ii) A new group of ministries responsible for economic and social services should be established under the name of bureaus. Such as Bureau of National Resources and Agriculture, Bureau of Industry and Commerce, Bureau of Transport and Communication, and Bureau of Labour and Social Services,
- iii) It proposed the setting up of an Organization and Methods Division which should be made responsible for the continued maintenance of efficiency, and public service, and methods of transaction of public business, and
- iv) It was also suggested that improvement of administrative organization and methods needed to be supplemented by improvement of organization and methods of financial control.

The Government of India accepted some of the recommendations of this committee.

(ii) A.D. Gorwala

At the instance of the Planning Commission in 1950 A.D. Gorwala made a study of the administrative system. Among several broad objectives one aimed at reorganizing the administrative machinery so as to ensure great speed, effectiveness and responsiveness.

Commenting upon the role of the Secretariat, Gorwala says "Although the Secretariat is responsible for the formulation of the policy, and the department of its implementation, the ability of the secretariat, to see that the work carried out is often so obsessive that it continuously interferes, resulting in depriving the head of the department of initiative and making him to spend great deal of time in submitting unnecessary returns instead of allowing him time to attend to and make progress with his work".

(iii) Paul H. Appleby

Paul H. Appleby surveyed the working of Indian administration from September 1952 to January, 1953. Commenting on the structure of the organisation he stated " even as it is the structure of Government suffers from deficiencies and short comings. It diffuses responsibility. There are on the whole, too much scrutiny and too many impediments to action before the facts and too little systematic review and scrutiny of action. The view of the man at the bottom of the hierarchy who writes the first note on the file is all important in most instances".

The two major recommendations of Paul H. Appleby were, the establishment of an *Institute of Public Administration* at the national level and creating the *Organization and*

Methods Division. These were promptly implemented by the Government of India. In addition to the expert's recommendations the Estimates Committee of Parliament also commented upon the state of administrative organization. Few extracts of the committee report would serve as useful indicators of administrative system.

In its second report submitted to the First Lok Sabha "The committee was struck by a dispersal of subjects and functions closely allied in nature over a number of ministries and departments leading to general lack of co-ordination and of unified control over the same kind of subjects."

The committee also drew pointed attention to the "archaic, procrastinating and extravagant method of disposal of work in the Secretariat and recommended its replacement by the officer-oriented system of functioning wherein a letter or a paper should be dealt with immediately on its arrival by an officer and not by a clerk as is the prevalent practice. The method of disposal of work in the Secretariat at present is that as soon as a receipt comes it is handed over to the lowest man in the office, a clerk or an assistant.

The committee urged on the Secretariat confining its role to policy making leaving execution of policies in the attached and sub-ordinate offices.

(iv) Administrative Reforms Commission

The Government of India appointed an Administrative Reforms Commission under the Chairmanship of Shri Morarji Desai in the year 1965, and after a lapse of five years the commission submitted twenty reports by the year, 1970.

One of the most important reports of the commission relates to "The Machinery of Government of India and its Procedures of work."

While accepting the institutionalized system of Secretariat as indispensable, the Commission commented "the Secretariat is an over-grown, ponderous and slow-moving organization. The Secretariat at the centre is thus today encumbered with non essential work and has for a large part because an unwieldy and over-staffed organization. This leads to occasional bearing of responsibilities and checking of administrative machinery, which gives an excuse for dilatoriness and delay".

The commission was also not satisfied with the style of decision making. "The present style of decision making in the Secretariat seeks indiscriminate participation of too many levels in hierarchy and what is more, the business methods in vogue leave initiative in the hands of clerical personnel".

The analysis of various committees points out that Central Secretariat Organization has not witnessed any major reorganization of reform. At best the changes have been peripheral and the Secretariat organization has continued to show deficiencies.

The basic defects that can be rectified are:

1. There is too much centralization of authority at the Secretariat level;
2. The secretariat instead of confining itself to the task of policy formulation has tended to interfere in day-to-day administration;
3. This has unfortunately generated the controversy between the Secretariat Vs Heads of the departments. To put it in another way, there is an unending controversy between the generalist representing the secretariat and the specialist representing the office of the heads of the department.
4. The decision making process has to go through several levels, and too much importance is attached to the clerical level.

However a few reforms have been implemented in a piece-meal and half-hearted manner. Management devices and techniques have not been adopted in a speedy manner. But the Central Secretariat Organisation has successfully resisted any major change, and continues to function in its own style.

Check Your Progress - Exercise 4

Tick the correct answer.

1. A.D. Gorwala made a study on the administrative system in
 - (a) 1950
 - (b) 1949
2. Paul H. Appleby surveyed the working of Indian Administration in
 - (a) 1950
 - (b) 1952 to 53
3. Who recommended the establishment of Institute of Public Administration and Organisation and Methods (O & M) Division?
 - (a) A.D. Gorwala
 - (b) Paul H. Appleby

8.6. SUMMING UP

Political and permanent wings are the two broad parts of Government. While the political wing's stay in office is temporary that of the permanent wing is permanent and continuous. Modern Governments cannot work without these two wings. An important functionary of the Ministry, next to the Minister is the Secretary. He occupies top management position. His main function is to advise the minister and to take up the responsibility for the implementation of the policy of the Government. The office of the secretary is called Secretariat which however, secured other functionaries at middle management and lower management levels. The Secretariat has been subjected to severe criticism by several committees. However, the recommendations made by them have been implemented in a piece-meal and half-hearted manner.

8.7. ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1

1. (a) Political and Executive wings
2. (b) The Executive wing

Exercise - 2

1. (a) British system
2. (b) Section Officer
3. (a) Execution of the policy

Exercise - 3

1. (a) Department, wing, division, branch and section
2. (a) Secretary, Adl Secretary/Joint Secretary, Deputy Secretary, Under/Asst. Secretary, Section Officer, Assistants, etc.

Exercise - 4

1. (a) in 1950
2. (b) 1952 to 1953
3. Paul M. Appleby

8. MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines.

1. Critically evaluate the structure and functions of the Central Secretariat Organization.
2. Explain the general principles of Administrative Organisation and the meaning of various terms involved in the structure of the Government of India administration.
3. Clearly distinguish between the functions of the cabinet and the permanent executive.
4. Examine the major criticism over the Central Secretariat.

II. Answer the following in about 15 lines.

1. Mention the functions of Secretary.
2. Distinguish the political executive from permanent executive.
3. What do you mean by top management?
4. Explain the major recommendations of Paul Appleby committee.

8.9. REFERENCE BOOKS

- | | |
|-------------------|--|
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UNIT - 9 : CABINET SECRETARIAT & PM'S OFFICE

Contents

- 9.0 Objectives
- 9.1 Introduction
- 9.2 What is Cabinet ?
 - 9.2.1 Functions
 - 9.2.2 Committees
- 9.3 Cabinet Secretariat
 - 9.3.1 Functions
 - 9.3.2 Cabinet Secretary
- 9.4 The Prime Minister's Secretariat/Office
- 9.5 Summing up
- 9.6 Answers to Check Your Progress
- 9.7 Model Examination Questions
- 9.8 Reference Books

9.0 OBJECTIVES

This unit explains you the role of Cabinet Secretariat in policy formulation at the Union level.

After going through this unit you would be able to:

- differentiate Cabinet from Cabinet Secretariat,
- identify the committees involved in making policies, and
- explain the role of Prime Minister's Secretariat in policy formulation.

9.1 INTRODUCTION

The highest policy-making body in India at the Union level is the Cabinet. As you know there are three categories of Ministers: Cabinet Ministers, Ministers of State, and Deputy Ministers. Each Ministry is headed by a Cabinet Minister. Sometimes a Minister of State or Deputy Minister is put in charge of a Ministry. So the Council of Ministers consists of Cabinet Ministers, Ministers of State, and Deputy Ministers. But the Cabinet consists of only Cabinet Ministers.

9.2 COUNCIL OF MINISTERS

The Cabinet is the real directing and controlling instrument of the Government both in administration and in legislation. Curiously enough, there is no mention of it in our Constitution. The Cabinet is a small body of important Ministers, not all Ministers are of Cabinet rank although the cabinet's decisions are binding on all Ministries. It is the Cabinet which determines Governmental policies on all aspects of administration.

9.2.1 Functions

The Cabinet functions on the principle of collective responsibility. While the Ministers are free and competent to act within their operational spheres, the Cabinet decides the policy matters.

The broad functions of the Cabinet include :

- Matters involving legislation and issue of ordinance,
- Preparing and finalising address of the President to Parliament,
- Proposals to summon, prorogue the Parliament or dissolve the Lok Sabha,
- Matters relating to the proclamation of emergency,
- Matters relating to the defence of India,
- Matters pertaining to the creation of Public companies,
- Proposals for sending persons or delegations to foreign countries,
- Proposals to appoint committees or commissions or enquiries and scrutinizing reports,
- All matters which a Minister may put before the Cabinet for decision and direction, and
- All cases which the President or the Prime Minister may desire to put before it.

Thus the Cabinet formulates policies for the whole country and has complete control over the Executive. It continuously strives for the co-ordination of the several Ministers. The meeting of the cabinet are, as a rule, presided over by the Prime Minister. Some times, a senior Minister may be asked by the Prime Minister to preside over the cabinet meetings. The Cabinet Secretary who also attends the meetings, prepares summary of the decisions.

9.2.2. Committees

The cabinet is expected to shoulder a great deal of responsibility. Efforts were made to reduce its work load by constituting Cabinet Committees. There are about 6 Cabinet Committees which are important. They include: 1) the Political Affairs Committee, 2) the Economic Affairs Committee, 3) the Committee on Parliamentary Affairs, 4) the Appointments Committee, 5) the Committee on Accommodation, and 6) the Informal Committee on Price Situation. The membership of the committees generally varies from three to eight. The Chair - Persons for these Committee meetings are generally the Prime Minister and Home Minister. Of these, the most powerful is the Political Affairs Committee. It is referred to as the " Super Cabinet" by some observers. It is followed by the Appointments Committee to the Secretariat. The Deputy Secretaries, Chairman, Managing Directors, General Managers of Public Corporations, Deputy Governors of the Reserve Bank of India and all the appointments of the Government which need its approval concern it. In attending to its responsibilities, the Cabinet relies on its Secretariat.

Check Your Progress - Exercise 1

1. The highest policy making body at the Central level is _____

2. Write the composition of Council of Ministers.

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3. What do you understand by 'Cabinet'? Explain it in 'Two' sentences.

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4. Who presides over the meetings of Cabinet?

Pick the correct answer/s given below.

a) Prime Minister b) Home Minister c) A Senior Minister d) Deputy Prime Minister

5. Who are the Chair-persons of Cabinet committees?

Tick the correct answer.

a) Prime Minister and Minister for Human Resource Development.

b) Prime Minister and Home Minister.

c) Prime Minister and Finance Minister

9.3 CABINET SECRETARIAT

The Cabinet Secretariat system has been evolved to provide Secretarial assistance to the Cabinet and its committees. The Cabinet Secretariat is the successor to the Secretariat of the Executive Council of the Viceroy. Maheshwari is of the opinion that the efficiency of the Cabinet depends, to a large extent, on the Cabinet Secretariat.

9.3.1 Functions

The important functions of the Cabinet Secretariat include :

- Preparation of agenda for Cabinet and its committee meetings,
- gathering information and material necessary for its deliberations,
- preparing records of decisions and deliberations of the Cabinet and its committees,
- implementation of the decisions of Ministries concerned, and recording of the progress made by the departments of government,
- inform the President, Vice-President and all the Ministries of the major activities of the Government by circulating monthly summaries and briefs, and
- calls for information from various Ministries and departments.

9.3.2 Role of Cabinet Secretary

Since the 1950's the office of the Cabinet Secretary has risen to prominence . During the colonial rule there was a Secretary appointed to the Viceroy's Executive Council. The Viceroy's

council is more or less equivalent to the Cabinet. We refer to the Secretary of that Committee as the Cabinet Secretary now. Normally the senior most civil servants are appointed as Cabinet Secretaries. They are given the highest place in the official warrant of precedence. The Cabinet Secretary assists the Prime Minister in Cabinet meetings and briefs him/her on various points on the agenda. Besides acting as the Chairman of the Senior Selection Board and the Committee of Secretaries on Administration he presides over the Chief Secretaries' Conference. Maheswari states that the Cabinet Secretary is virtually the pivot of the Cabinet system. From the account of his relationship with permanent officials it would appear that he is a sort of adviser and conscience-keeper to all the officials. They come to him for advice and guidance whenever there are inter-departmental problems.

He plays an active role in the shaping of policies and in the operationalization of the decisions taken. The proposals of the Ministries are routed through the Cabinet Secretary for presentation in Cabinet meetings and for obtaining its approval. The Cabinet Secretariat assists the Secretary in discharging his responsibilities.

The Cabinet Secretary presides over the meetings of the Secretaries which are convened to sort out inter-ministerial problems and to ensure co-ordination.

Check Your Progress - Exercise 2

1. What are the functions of the Cabinet Secretary?

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9.4 THE PRIME MINISTER'S SECRETARIAT/OFFICE

Since the middle of the 60's the Prime Minister's Secretariat/office has gradually acquired importance. Starting with the function of assisting the Prime Minister, it expanded rapidly in the late 60's and the middle of the 70's. Headed by a 'Secretary' in the beginning, the post was re-designated as Principal Secretary to the Prime Minister. The Secretariat office, influences everything, from an intelligence report, to the appointment of a Deputy Secretary to a key

position. Domestic and foreign policies start taking shape in the Prime Minister's Secretariat office. As a result, the authority of the Ministries has been reduced to the status of post offices. To that extent even the role of the Cabinet Secretariat has got shrunk.

The Times of India, in 1977 said that, " during the last seven years the Prime Minister's Secretariat had virtually become a national policy formulation body and the Cabinet Secretariat its enforcement arm". Some observers have called the Prime Minister's Secretariat/office a "micro Cabinet". Attempts were, of course, made later to reduce the importance of the over powerful Secretariat/office. This was only to be strengthened again according to the changing political environment. The point we should remember here is that the formal role of the Cabinet Secretariat in policy formulation was eclipsed by the growth of the Prime Minister's Secretariat.

Check Your Progress - Exercise 3

1. Why the Prime Minister's Secretariat/office acquired prominence?

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9.5 SUMMING UP

The Cabinet is assigned an important place in policy formulation. It is the highest decision making body in India. It co-ordinates the work of all the Ministries. Besides playing a major role in policy formulation it determines the logistics of implementation. The work of the Cabinet was divided into Committees. The Cabinet Secretariat plays an equally significant role in preparing the agenda for the meetings and gathering, shifting and processing of information from various ministries and on various issues before submitting them to the Cabinet for policy making. In short, the entire governmental activity is coordinated at the Cabinet Secretariat. The decision of the Cabinet are given shape as policies which are again communicated by the Cabinet Secretariat to the Departments/Ministries concerned. The Ministries and other Governmental establishments look for direction and guidance to the Cabinet Secretariat. The Cabinet Secretary functions as a leader to his colleagues.

Some observers feel that the rapid expansion of the functional role of the Prime Minister's Secretariat has, to some extent, eclipsed the formal role of the Cabinet Secretariat. However, it should be noted that the Cabinet Secretariat's role has not been completely substituted by the

Prime Minister's Secretariat. The Cabinet Secretariat continues to enjoy its preminent position in policy formulation.

9.6 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. Cabinet
2. The council of Ministers consists of Cabinet Ministers State Ministers and Deputy Ministers.
3. Cabinet is a small body of important (only cabinet) ministers, which determines governmental policies on all aspects of administration.
4. a or c
5. b

Exercise 2

- (1) The Cabinet Secretary assists the Prime Minister in Cabinet meetings. He briefs him on various points on the agenda. He acts as the Chairman of the Senior Selection Board and the Committee of Secretaries on Administration. He presides over the Chief Secretaries' Conference.

Exercise 3

1. All the policies, domestic and foreign, take shape in this office.

9.7 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines.

1. Explain the place of Cabinet Secretariat in policy formulation.
2. List out the functions of the Cabinet at the Union level.
3. What are the important Cabinet Committees. Why are they created?
4. Do you think the role of the Cabinet Secretariat is crucial because of the growth of Union Minister's Secretariat/Offices. If so justify.

II. Answer the following in about 15 lines.

1. Political Affairs Committee.
2. Cabinet Secretariat as a Co-ordinating agency.
3. Principal Secretary to the Prime Minister.
4. Discuss the functions of Prime Minister's Secretariat/office.

9.8 REFERENCE BOOKS

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BRAOU

UNIT - 10 : POLITICAL EXECUTIVE AT THE STATE LEVEL

Contents

- 10.0 Objectives
- 10.1 Introduction
- 10.2 Governor
 - 10.2.1 Qualifications
 - 10.2.2 Appointment
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 - 10.4.3 Powers and Functions
 - 10.4.4 Position
- 10.5 Summing Up
- 10.6 Answers to Check Your Progress
- 10.7 Model Examination Questions
- 10.8 Reference Books

10.0 OBJECTIVES

The purpose of this unit is to explain you the political executive at the State level. At the end of this unit you would be able to:

- explain the role of Governor in State Administration,
- describe the formation and functions of Council of Ministers, and
- portray the position of Chief Minister in a State.

10.1 INTRODUCTION

In a democratic country the administration is carried on by the people for their welfare. Unless every citizen comes to know of the working of his government he cannot make good use of the administrative machinery for the good of the people. The State Government is an agency nearer to the people. The activities of the government will have a direct impact on the people. The purpose of this unit is to give a broad idea of the administrative profile of a state.

The Indian Constitution provides a broad framework of the administrative system of India. It provides a detailed structure of Governmental machinery for its proper implementation. The relations between the Central and State Governments are regulated by the Constitution, specifying the powers and functions and operational spheres of the units of Government. The pattern of the organisation of the Government is one and the same for both the Central and State Governments. There are at present 25 states in India each having its own administrative structure. The administrative system existing in all the States is more or less the same. The Governor is the Head of the State Government and the executive power is vested in him and the Council of Ministers. However, The administrative structure of the State of Jammu and Kashmir is different from other states. The Constitution has provided special status to it and as specified in Article 370, some of the provisions are not applicable to the State of Jammu and Kashmir.

The administration of a State Government is carried on in the name of its Governor.

Check Your Progress - Exercise 1

1. Who is the Head of the State Government.
 - (a) Chief Minister
 - (b) Governor
 - (c) Chief Justice

2. Explain special features of the Article 370 of the Constitution.

10.2 THE GOVERNOR

The Governor of a State government is appointed by the President of India for a term of 5 years. A prolonged and thorough discussion has taken place in the Constituent Assembly on the issue of the method of filling up the post of a Governor. The Constituent Assembly has examined the following alternative methods keeping the Indian conditions in view. They are :

- (i) Direct election by the people
- (ii) Election by the State Legislature
- (iii) Selection from the panel of four names to be prepared by the Legislature
- (iv) Nomination by the President of India

In the interests of the people and the nation the fathers of the Indian Constitution have favoured the establishment of a Parliamentary system of Government in India. If the Governor were to be elected by the people, he becomes the real executive. The ministers who are the elected representatives of the people will have to be made subordinates and then they cannot fulfil the aspirations of the people. If he is elected or selected by the State Legislature, he may get identified with the party politics of the majority party in the House and he may become a pawn in the hands of the Legislators who desire re-election. He is required to act as the representative of the Centre in an emergency as per the provisions of the Constitution. If he is elected either by the people or by the Legislature he will not fit into the above situation and the Centre may not find it easy to run the administration through him in emergency. Moreover, our people have chosen the Parliamentary form of Government making the Chief Executive a mere Constitutional head. Keeping all the above considerations in view, the Constituent Assembly has agreed to the method of nomination.

10.2.1. Qualifications

As per the Article 153 any person is eligible to be appointed as Governor if he is a citizen of India completing the age of 35 years. According to the Article 158 he shall not be a Member

of Parliament or State Legislature. If he is already a member he forfeits the membership on the day when he takes charge of the post of a Governor. He shall not hold any office of profit.

10.2.2 Appointment

Article 153 of the Constitution provides for the appointment of a Governor for each State. The same person may be appointed as a Governor for two or more States. In 1972 Mr. B.K. Nehru, the Governor for the States of Assam and Nagaland was also appointed as Governor for the three more newly created States of Meghalaya, Manipur and Tripura. Article 155 states that the President of India shall appoint the Governor. As per the Article 156 the Governor will continue in office during the pleasure of the President. He can be removed by the President at any time before the expiry of the term. Usually he will be allowed to continue in the office for the full term of five years and the President can continue the same person for the second term also in the same State or in some other State. He can transfer the Governor from one state to the other even in the middle of the term. The Governor of a State takes an oath of office at the time of assuming the office. The Chief Justice of the High Court of that particular State will administer the oath. If the Chief Justice is not available the senior-most judge next to him in that High Court will attend to the duty. If the post of a Governor falls vacant due to the death or removal or resignation of the person holding the post, the Chief Justice of the High Court will act as Governor till a new incumbent assumes office as Governor.

10.2.3 Salary and Privileges

He shall be entitled to the amount of salary and other privileges as determined by the Parliament. As per the Governor's Allowances and Privileges Order passed by the Government of India in 1950 and amended from time to time, the Governor is entitled to a monthly salary of Rs. 10,000/- in addition to the allowances and other privileges fixed by the parliament by an Act. His salary and allowances will be charged on the Consolidated Fund of India and the State Legislature cannot vote them. He will be allotted an official residence called 'Raj Bhavan', free of rent. The Governor enjoys legal immunities and he is not answerable to any court for the exercise of his powers and for the discharge of his duties. Courts have no power to any criminal proceedings against the Governor during the period of his office.

10.2.4 Powers and Functions

The Constitution states, clearly, in Article 154, that the administrative powers of the State Government are vested in the Governor. He shall exercise them direct or through his subordinate officers strictly following the Constitution. The powers of the Governor can be classified under the following five categories.

(i) Executive Powers

As pointed out already the executive powers are vested in the Governor. He carries on the administration with the help of the personnel at different levels of the state government. As per Article 164 the Governor has to appoint the Chief Minister and other Ministers to aid

and advise him in the exercise of his functions. He invites the leader of the majority party in the Legislative Assembly to form the Government and be the Chief Minister. He appoints other Ministers on the advice of the Chief Minister to give a good government to the people. The Council of Ministers carries on the State administration 'by order and in the name of the Governor'. The Governor appoints the Advocate General and Chairman and members of the State Public Service Commission. The President of India will consult him while appointing the High Court Judges in his State. The Governor can make rules and regulations for efficient administration in the state and can enforce them. If the Council of Ministers fails to run the government as per the Constitution, the Governor can send a special report to the President of India. The President, on the basis of this report proclaims an emergency, dismisses the Ministry, dissolves the Legislature and introduces his rule. The Governor will act as the representative of the President and assumes the role of the real executive head of the state government.

As Governor he is the Chancellor of the Universities in his State. He appoints the Vice-Chancellors to carry on the University administration on his behalf.

(ii) Legislative Powers

According to Article 174 the Governor has powers to summon the session of the Legislature from time to time at least once within the intervening period of six months. He can prorogue the session of the Legislature and dissolve the Lower House namely Legislative Assembly in the circumstances given in the Constitution. Article 175 provides that the Governor is empowered to address the Legislative Assembly at the commencement of the opening session, after the General Elections are held. He can address both the Houses of the State Legislature in a joint sitting or in separate sittings in every session and particularly in their first session in the beginning of each year. The Governor can send messages to the Legislature for its consideration and discussion in the session. The Legislature passes a Bill and it becomes law only when the Governor approves and signs it. He can withhold his signature on the Bill and refer it back to the Legislature for its reconsideration. After it comes back he will sign the Bill whether or not the Legislature effects changes in the earlier form of the Bill. In the case of any Bill dealing with money, the Governor shall not withhold his assent, and signs it as submitted by the Legislature to him. He is empowered to promulgate ordinances in the interests of the people and to meet the need of the hour when the State Legislature is not in session. The Ordinance is a no-delay Legislation and it will have the same status and effect as an ordinary law passed by the Legislature in the normal course of time. It will be in force for a period of six months. During this period the Legislature meets as it should meet at least once in six months and takes up the Ordinance for discussion. It will be in operation for six weeks after the expiry of six months to facilitate the Legislature to adopt the procedure of law-making. If the Ordinance is endorsed by the Legislature it becomes law, but if it disapproves Ordinance it ceases to exist from the very day of its disapproval.

If the State Legislature consists of two Houses the Governor nominates 1/6 of the members of the Upper Chamber, viz., the Legislative Council as legislators from among those who are specialists in the field of science, literature, art, social services and co-operative movement to

have their wise counsel at the time of enactments in their respective fields.

If there is a considerable population of the Anglo-Indians in the State, and if they do not receive proper representation in the Lower House namely the Legislative Assembly, the Governor can nominate member (s) to provide them their due representation in the House.

(iii) Financial Powers

According to the Constitution it is the duty of the Governor to place before the State Legislature, the statement of estimated income and expenditure of the State for the ensuing financial year. Without the recommendation of the Governor the Legislature cannot pass any demand for grant. Unless he signs the Money Bill it cannot be enforced. It is also the duty of Governor to lay before the State Legislature the report of the Comptroller and Auditor General of India relating to the accounts of the State pertaining to the previous year(s).

The Contingency Fund of the State is kept at his disposal. He can advance money from the Fund to meet any unforeseen expenditure for the welfare of the people in the State. When the Legislature meets at a later stage it ratifies the expenditure.

(iv) Judicial Powers

The President of India consults the Governor in the matter of appointing Judges to the High Court in the State. The Governor determines the appointments, postings and promotions of the District Judges and other Judicial Officers. He cannot be sued in the court of law during the term of his office on the grounds of civil or criminal charges levelled against him.

As per the Article 161 of the Constitution the Governor has the power to grant pardon or remission or suspension of punishment or to commute the sentence of any citizen convicted of an offence against any law of the State. This is a special Judicial privilege enjoyed by the Governor. This power is intended neither to belittle the judgement of the judges nor to disregard the Judiciary. But he exercises this power to show mercy towards the guilty in deserving cases on humanitarian grounds when a mercy appeal is made by the condemned.

(v) Miscellaneous Powers

In addition to the above powers, the Governor enjoys some other powers which may be called miscellaneous powers. As the Constitutional Head of the State he is empowered to receive the President and other Indian dignitaries and the Heads of the foreign countries. Another important function is to receive the Annual Report of the State Public Service Commission and pass it on to the Council of Ministers for its comments. After receiving its comments he forwards the Report to the Speaker to refer it to the Legislative Assembly for its scrutiny and necessary action.

10.2.5 Position of the Governor.

So long as the same party is in power at both the Central and State levels the issue of Governor's position and his role in the State Administration is generally not questioned. As the Governors are the nominees of party leaders in power at the centre, there are no points of difference between the Governors and the State Cabinets or the State Legislatures. Almost all the Governors have been drawn from the same party with the exception of some drawn from the Civil Services and from among Ex-Service Officers. They have not interfered in the policies and programmes of the State Administration. This has given rise to the belief that the Governor has no powers to exercise his discretion and that he has to go by the decisions of the State Cabinet. In the Fourth General Elections held in 1967 the Congress party lost its strength at the Centre as well as in the States. Some States like West Bengal have gone into the hands of Opposition Parties and coalition Ministries have been formed. Though the Congress Party has returned to power at the Centre, it has lost the absolute strength and has a simple majority in the Lok Sabha. In view of this changed political situation in the country the Governor in whose States non-Congress parties are in power have tried to assert their position and use their discretion in exercising their powers.

In July 1984 twelve M.L.A.s of the ruling party, the National Conference in the State of Jammu & Kashmir personally met the Governor and reported that they had withdrawn their support to the Chief Minister Dr. Farooq Abdullah. The State Governor decided to dismiss the ministry of Dr. Abdullah. The State Cabinet passed two resolutions and recommended them to the Governor requesting him to accept one of the two. It recommended i) convening the meeting of the Legislative Assembly and allow the Chief Minister to show his strength, or ii) dissolve the assembly and holding fresh elections in the State. But the Governor dismissed the Cabinet from office ignoring the recommendations. He installed the new Government appointing Sri G.M. Shah as the Chief Minister. The action of the Governor was subjected to bitter criticism by the non-Congress (I) parties in India. The discretion used by the Governor was the first of its kind as it disregarded the recommendations of the Cabinet. The issue became controversial as it was not clearly laid down in the Constitution whether the discretion used by the Governor was within the powers of the Governor or not.

The issue, whether the Governor can act independently? has become a matter of discussion for the press, State Legislatures, judges and other statesmen in the country. The provisions of the Constitutions have been quoted for and against the discretionary use of powers by the Governor. It is worthwhile to make a note of the Constitutional provisions. For example Article 163 (1) clearly lays down that "There shall be a Council of Ministers to aid and advise the Governor in the exercise of his powers the discharge of his functions except in so far as he is by, or under this Constitutions, required to exercise his functions or any of them in his discretion" It is argued on the basis of this Article that the Governor is free to use his discretion in exercising his powers in some of the matters. But the Constitution has not specified which of those matters are, and

so the argument in favour of discretionary powers also is vague. It should not be forgotten that the fathers of the Constitution had the deliberate intention of introducing the Parliamentary form of Government at the State level also and making the Governor a Constitutional Head. Thus, even if the Governor were to use his discretion it should be subject to the opinion of his Government but it should not be against the wishes of the Council of Ministers.

In view of the above controversy about the discretionary use of powers by the Governor, the President of India appointed a Committee of five Governors in November, 1970 to submit a report on the powers and position of a Governor in the State administration. The Committee consisted of Bhagawan Sahay, Governor of Kashmir (Chairman), Dr. B. Gopala Reddy, Governor of Uttar Pradesh, M.V. Viswanathan, Governor of Kerala, Ali Yavar Jung, Governor of Maharashtra and S.S. Dhawan, Governor of West Bengal (Members). The Committee was known as the "Committee on Governor's powers". It submitted a report in October 1971 recommending the independent use of powers at the hour of need. The annual conference of the Governors in India was held in November, 1971 and it appreciated the recommendations of the Committee.

The Administrative Reforms Commission appointed by the Government of India on the Centre-State Relations and the Centre-State Relations Enquiry Committee headed by P.V. Rajmanna appointed by the Government of Tamil Nadu also studied the powers, functions and position of Governor. The Committees suggested various measures to be taken to put an end to the controversies and to make the office of the Governor an effective one.

Check Your Progress - Exercise ?

1. Which of the following statements is true regarding the selection of Governors ?
 - a) Governor is directly elected by the people
 - b) Governor is elected by the State Legislature
 - c) Governor is nominated by the President of India.

2. What are the qualifications of a person to be appointed as Governor ?

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3. The Salary and other allowances of a Governor will be charged on
- a) the Contingency Fund of India
 - b) the Consolidated Fund of India
 - c) The Provident Fund of India
4. Indicate which of the following statements is wrong.
- a) Chairman and members of State Public Service Commission will be appointed by the Governor.
 - b) Governor is the Chancellor of the Universities in his/her State.
 - c) All the High Court Judges of a State will be appointed by the Governor.
 - d) Any bill passed by the Legislature becomes law only when the Governor approves and signs it.

10.3 THE COUNCIL OF MINISTERS

The Governor is the nominal executive. The Council of Ministers is the real executive. It enjoys the powers and functions of the Governor in the day-to-day administration. As already mentioned above it is said in Article 163(1) of the Indian Constitution that there shall be a Council of Ministers to aid and advise the Governor in the exercise of his functions. It carries on the State administration in his name and by his orders as the Constitution vests powers with the Governor but not with the Ministry.

10.3.1 Formation and Oath

The Governor himself forms the Council of Ministers. The method of formation is specified in Article 164 and the Governor has to follow the same. According to the Constitution, the Governor appoints the Chief Minister in the first instance. He appoints other ministers on the advice of the Chief Minister. He has no say in fixing the size of the Ministry or in naming the members to be included in or excluded from the Ministry. The Constitution also does not specify the size of the Council of Ministers. It is left for the Chief Minister to decide because it is felt, that as the real head of the State Government, he will know best what the required number of members in his team should be so that the work-load of the Government is carried efficiently.

Before the ministers including the Chief Minister take charge of the office, they must take the oath of obedience to the Constitution and the oath of secrecy. The Governor administers the oath.

10.3.2 Salaries and Allowances

The Constitution does not specify the salaries and allowances of the Council of Ministers. It has stated that "the salaries and allowances of the ministers shall be such as the Legislature of the State may from time to time determine by law, until the Legislature of the State so determines they shall be as specified in the second schedule". Thus the salaries and allowances drawn by the Ministers vary from State to State and from one Ministry to the other in succession within the same State.

10.3.3 Relations with the Governor

The relationship between the Council of Ministers and the Governor is not an informal one. It is based on the provisions in the Constitution. The powers of administration are vested in the Governor. They are exercised by the Ministry in the name of the Governor. So the two institutions have an ongoing relationship with each other. Under the normal circumstances the Governor has to act according to the advice of the Ministry, but when he believes that the situation of law and order in the State, and Constitutional machinery has broken down, he can advise the President without the knowledge of the Ministry, to impose President's rule in the State. He keeps himself abreast of all the decisions taken by the Ministry with regard to the State administration. It is mentioned in the Constitution that the Ministry continues in office during the pleasure of the Governor. Of course in practice the Council of Ministers holds the office as long as the majority members of the legislature repose confidence in the Ministry.

Check Your Progress - Exercise 3

1. Who appoints the Council of Ministers of a State?
 - a) Chief Minister
 - b) Governor
 - c) Chief Justice

2. The tenure of the Office of the Council of Ministers is
 - a) 5 Years
 - b) 6 Years
 - c) None of the above

10.4 THE CHIEF MINISTER

The Chief Minister is the real head of the State Administration. He leads the Council of Ministers in framing the policies and in formulating the programmes.

10.4.1 Appointment

The Chief Minister is appointed by the Governor. While appointing the Chief Minister the Governor keeps in view the stability of the Government. In order to facilitate the formation of a stable Government in the interest of the people, the Governor invites the leader of that party in the Legislature which has a clear majority of seats in the Assembly. If no single party secures a majority of seats in the Assembly, the Governor has to identify the leader who can muster the support of the largest number of legislators in the House. He has to honour the United Front if it is formed by two or more parties in the Assembly for the purpose of the formation and functioning of the Government. In such a case he invites the member who is elected by the Front as its leader and appoint him as Chief Minister. The Governor appoints the members who are selected by the Chief Minister as the other Ministers. Thus the Governor chooses the Chief Minister and the Chief Minister chooses his team of Ministers. If the Legislature parties in the House fail to form a United Front and elect a common leader, the Governor has to use his discretion in the selection of the Chief Minister. If he is not able to take a decision in this matter, he can consult the Advocate-General of the State. This arrangement is to facilitate the formation of the stable Government. Finally, if the Governor feels that there is no chance of the Legislature Parties coming together to form limited Front or no single Party is in a position to get the support of the majority of legislators to form the Government, he may recommend to the President of India that the State may be placed under President's rule.

10.4.2 Tenure

Article 164 of the Constitution lays down the tenure of the Chief Minister and other Ministers. It is said that the Chief Minister holds the office during the pleasure of the Governor. It is mentioned like this because the Constitution does not provide the inherent powers of State administration to the Chief Minister and he has to exercise the powers of the Governor and carry on the administration on his behalf and in his name. But in reality the Governor cannot continue the Chief Minister in office when he loses the support of the majority members in the House. Nor can he remove him from office as long as the Chief Minister enjoys the confidence of the majority legislators in the House. Thus, it is true to say that the Chief Minister stays in office as long as he enjoys the confidence of the majority members subject to the maximum period of five years which is the term of the House. The salaries and allowances of the Ministers shall be fixed from time to time by the State Legislature.

10.4.3 Powers and Functions

As a real head of the Government the Chief Minister enjoys many powers of Governmental administration.

The foremost duty of the Chief Minister is to form the Council of Ministers. He is empowered to select the Legislators of his choice as Ministers. He is free to choose a person who is not a Legislator at all. He can select the Legislators of other parties also as Ministers. But he does not do so because his concern will be to ensure that the policy adopted by his party is carried out successfully by the other Ministers. This sort of successful implementation of a policy is possible only when the team of Ministers is drawn from his own party. The Constitution is silent on fixing the size of the Council of Ministers. It is the Chief Minister who decides the size of his Ministry keeping in view the need of the hour and the welfare of the people. The Governor has no choice to exclude or include any body's name from the list submitted by the Chief Minister. After the formation of the Ministry, all other Ministers should act as per the wishes of the Chief Minister. They can continue as Ministers as long as the Chief Minister has confidence in them. The Chief Minister can advise the Governor to remove the Minister(s) in whom he has lost confidence. The Ministers cannot defy the Chief Minister. The members of the Cabinet should be responsible to the Chief Minister on one hand and to the Legislature on the other. He presides over the meetings of the Cabinet. He safeguards the unity among the Ministers and ensures the collective responsibility to the Legislature. The Chief Minister is an important link between the Governor and the Council of Ministers. He keeps the Governor informed of all the decisions taken by the Cabinet. He is authorised to speak to the Governor on behalf of the Government. He makes recommendations to the Governor for the appointment or removal of ministers. His recommendation in this aspect is unquestionable. It is also the duty of the Chief Minister to bring the proposals of legislation and the agenda for session of the Legislature to the notice of the Governor well in advance. No other Minister can see the Governor or send the files without the consent of the Chief Minister. The Chief Minister is the most important channel of communication between the Ministers and the State Legislature. He proclaims the policy of the Government in the House. If any Minister is not in a position to convince the House in an affair of his Ministry, the Chief Minister comes to his rescue. As the Chief Spokesman of the State Government, the statements and assurances given by the Chief Minister are authoritative. The Speaker of the House will prepare an agenda of the House in Consultation with the Chief Minister only. The Chief Minister plays an important role in the deliberations of the House and defends his Government's policies on the floor of the Legislature. He has the right to recommend to the Governor to dissolve the Legislative Assembly before the expiry of its term.

10.4.4 Position

The strength and weakness of the position of the Chief Minister depends on the number

of Legislators he is supported by. If a single party emerges as a party in power with an absolute majority of members, as the leader of that Party the position of the Chief Minister becomes stronger. The Chief Minister of a coalition Government is restricted to the limitations stipulated by the constituent Parties in their charter of common programme. He enjoys the position of the Head and real executive of the State administration as long as the majority members of the House repose confidence in him. The people in the State look to him for a clear administration of the Government and for speedy and successful implementation of their welfare programmes.

Check Your Progress - Exercise 4

1. Which of the following Statements is incorrect ?

- a) If one wants to become Chief Minister one has to get the support of the majority members in the Legislature.
- b) The Governor invites the majority party leader in the Assembly to form the government.
- c) The Chief Minister continues in office as long as he enjoys the confidence of the majority members in the assembly, subject to the maximum period of Five Years.
- d) The Chief Minister cannot choose legislators of other parties as Ministers.
- e) The Governor removes the Minister(s) on the advice of the Chief Minister.

10.5 SUMMING UP

In a parliamentary type of democracy like the one in India, we find two chief executives - the nominal or *de jure* and the real or *de facto*. At the state level, while the Governor is the *de jure* Chief Executive, the Council of Ministers headed by the Chief Minister is the *de facto* Chief Executive. However, the administration of the State Government is carried on in the name of and on behalf of the Governor. The Governor is appointed by the President of India for a period of five years. The incumbent is eligible for another term. But such cases are far and few in between.

The Governor exercises executive, legislative, financial and judicial powers. He is required to exercise his functions on the 'aid and advice' of the Council of Ministers. He has been given some discretionary powers, but the Constitution has not specified them.

The Chief Minister, as the head of the Council of Ministers, is the real executive. He enjoys the position of the head and is the real executive of the State administration. Policies are made and decisions are taken by him in connection with the welfare of the people of the State. People look to him, talk of him in all matters of state administration.

10.6 ANSWERS TO CHECK YOUR PROGRESS

Exercise-1

1. Governor
2. Article 370 of the Constitution provides special status to the State of Jammu and Kashmir and some of the provisions which are generally applicable to all other States, are not applicable to this State.

Exercise-2

1. (c) Nominated by the President of India.
2. The essential qualifications of a person to be appointed as Governor are:
 - a) must have completed 35 years of age.
 - b) shall not be a Member of Parliament or State Legislature (If he/she is already a member he/she forfeits the membership on the day he takes the charge of a Governor)
 - c) shall not hold any office of profit.
3. (b) Consolidated Fund of India
4. (c) The President of India will consult the Governor while appointing the High Court judges in the State.

Exercise-3

1. (b) Governor
2. (c) The Council of Ministers holds the office as long as the majority of the legislators repose confidence in the Ministry.

Exercise-4

1. (d) The Chief Minister is free to choose legislators of other parties or even non-legislators as Ministers.

10.7 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

1. Clearly explain the powers and functions of the Governor.
2. Critically examine the role of the Governor in State Administration. Does the manner of his appointment influence his functioning ?
3. Bring out the relationship between the Governor and the Council of Ministers.
4. Explain the important role of the Chief Minister in the state administration.

II. Answer the following in about 15 lines each.

1. What are the discretionary powers of the Governor.
2. Position of the Governor during an emergency.
3. Explain the qualifications of a person to be appointed as Governor.
4. Examine the judicial powers of the Governor.

10.8 REFERENCE BOOKS

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UNIT - 11 : STATE SECRETARIAT

Contents

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11.0 OBJECTIVES

This unit aids you to assess the importance of Secretariat in State Administration and its role in policy processes. At the end of this unit you would be able to:

- describe the agencies of policy formulation and implementation, and
- explain the organisation and functions of Secretariat.

11.1 INTRODUCTION

The Government has to cater to the needs of the people at large. In order to meet the demands of the people, the Cabinet has to evolve a policy for each and every demand fixing up the targets to facilitate the efficient and uniform implementation. This is called policy formulation. Also the members of the Cabinet have to issue orders, rules and regulations for the implementation of the policy formulated. The policy formulation and the issue of orders for the policy implementation originate in the institution called the Secretariat.

11.2 ORGANS OF THE GOVERNMENT

"A good government is one which governs the least". The administration of a government is a technique by itself. The administration based on sound and effective policy will be clean. The policy formulation and the policy implementation are the two most important factors to make the governmental administration an efficient one. Policy formulation requires expertise knowledge of the governmental functioning and the public issues. Policy implementation warrants authority for implementation and efficient personnel. Basing on these two fundamental factors of the policy formulation and policy implementation separate agencies are set up for the successful administration of the Government. They are (a) Line Agency (b) Staff Agency and (c) Auxiliary Agency.

11.2.1 Line Agency

The governmental functionaries who are equipped with powers of administration of the governmental machinery undertake the primary responsibility of implementation of the policy. They are called the Line Agency. The Line Agency in the State Government spreads all over the State with the organisation of field officers endowed with the implementation and administrative policy and achieves its results for the benefit of the people.

11.2.2 Staff Agency

'Staff Agency' means an agency which aids and advises the Line Agency in the formulation and implementation of the administrative policy. It consists of the officials who have expert knowledge of the policy formulation to suit the changing requirements of the people from time to time.

11.2.3 Auxiliary Agency

This is an agency which helps the administration in providing the materials and information required for the efficient functioning of the government.

The representatives of the people can only identify the needs of the community. The needs of the community are to be fulfilled by the government and in order to ensure the welfare of the people and meeting their needs the governmental administration should formulate a sound policy. Thus, policy formulation becomes an important stage in the administrative functioning. The Staff Agency mainly involves itself in the policy formulation. In India, Staff Agency is organised separately in both the Central and State governments. The Central Secretariat at Delhi will aid and assist the government of India. Similarly every State government has its own Secretariat.

11.3 ORGANISATION

The institution of Secretariat is divided into different ministries/departments. Every minister finds his department in the Secretariat. He will be guided by his Secretariat department in framing and implementing the policy of his portfolio. Each department in the Secretariat is headed by a Secretary who is a senior I.A.S. Officer with expert knowledge of administration. Subsequent hierarchy below him connects the Additional/Joint Secretary, Deputy Secretary, Assistant Secretaries, Under Secretaries, Section Officers, and Secretariat Assistants in a descending order in each department to assist the Secretary in all his functions. All these officials in the secretariat departments are called generalists.

11.3.1 Chief Secretary

The Chief Secretary of the State Government is the Head of the entire State Secretariat. As the senior most I.A.S. officer the Chief Secretary exercises effective control over the functioning of all other Secretariat departments. It is his duty to see that every department in the Secretariat provides expert knowledge to the concerned minister and it functions effectively for the implementation of the government policy. If any department in the Secretariat requires guidance, the Chief Secretary will provide it. The Chief Secretary acts as a counsel for the Chief Minister. He prepares the agenda for the cabinet meetings in consultation with the Chief Minister. He maintains the record or minutes of the cabinet meetings. He is incharge of the maintenance of Secretariat building and its personnel. He guides the Chief Minister in the functioning of the departments under the Chief Minister in particular and the functioning of the entire State Government in general. The Chief Secretary acts as a coordinating authority between the Secretariat departments. When two or more departments have to deal with a common issue the Chief Secretary acts as a Coordinator between them. Thus effective policy formulation originates in the Secretariat. The Ministers are able to receive a policy and frame the orders with the help of the Secretariat only.

Check Your Progress - Exercise 1

1. Explain the difference between Line Agency and Staff Agency.

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2. Indicate, from among the following, who is the Head of the State Secretariat.

- a) Chief Minister
- b) Governor
- c) Chief Secretary

3. Mention the important duties of the Chief Secretary.

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4. The Head of the Secretariat department is

- a) Chief Minister
- b) Joint Secretary
- c) Secretary

11.4 FUNCTIONS

The following are some of the important functions of the Secretariat.

- 1) It helps the Cabinet in the law-making and proposing the amendments to the legislations.
- 2) It advises the Cabinet in formulating and/or modifying the government policies.
- 3) It coordinates the government policies and programmes.
- 4) It supervises the implementation of the government policy and reviews the results of the implementation of a policy.
- 5) It prepares the budget estimates and imposes control on the public expenditure.
- 6) It maintains the relations with the Government of India, the offices of the Government of India situated in the State and with other State Governments in the country.
- 7) It explores the possibilities of improving the financial conditions of the State and advises the cabinet about the ways and means of increasing the sources of income for the State.

- 8) It issues instructions, formulates rules and regulations for the sub-ordinate staff in the field offices in the interest of the efficient administration.
- 9) It supplies necessary information to the Ministers to answer the Legislators inside the house and the general public outside.
- 10) It receives the complaints, representations and appeals from the people and provides solutions for them to be issued through the ministers.
- 11) It extends its guidance and cooperation to the legislative wing for its efficient functioning.

The Administrative Reforms Commission appointed by the Government of India in its 'Report on State Administration' has made the following recommendations for the efficient functioning of the Secretariat:

- 1) The number of Secretariat departments shall not be more than 13. The allotment of the functions of the government among the different departments should be rationalised.
- 2) The role of the Secretariat is to be reorganised. In certain departments like public works, agriculture and industries, specialists in the respective fields may be appointed as Deputy Secretaries so that the Government policy will be based on realities which ensures good results of the policy.
- 3) The internal organisation of the Secretariat department is to be reorganised.
- 4) The powers are to be delegated to the executive departments to a large extent.

Check your Progress - Exercise 2

1. Point out the important recommendations of the A.R.C. on State Secretariat.

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11.5 SUMMING UP

The Secretariat is a staff agency. The policy formulation and the issue of orders for the policy implementation originates in the Secretariat. The Secretariat is divided into different ministries/departments usually equal to the number of portfolios of the Council of Ministers.

Each department in the Secretariat is headed by a Secretary who is an IAS Officer. The main functions of the Secretariat are to help the Cabinet in law-making, to advise the Cabinet in formulating/implementing the government policies and to coordinate the government policies and programmes. In one word, it is the 'Heart' of the government.

11.6 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. Staff Agency aids and advises the Chief Executive. The Line Agency implements the decisions of the Government.
2. (c) Chief Secretary.
3. He will see that every department in the Secretariat provides expert knowledge to the concerned ministry. He acts as a council for the Chief Minister, prepares agenda in consultation with the Chief Minister for the Cabinet meetings and maintains the record of the minutes of the Cabinet Meetings. He coordinates all the Secretariat departments.
4. (c) Secretary

Exercise 2

1. The following are the important recommendations of the ARC:
 1. The Secretariat departments shall not be more than 30 and the allotment of functions should be rationalized.
 2. In certain departments Deputy Secretaries, drawn from the specialists may be appointed.
 3. Reorganisation of the Secretariat departments may be taken up.
 4. Larger delegation of powers to the Executive departments.

11.7 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

1. Explain the functions of the Secretariat.
2. Write a short note on the functions of the Chief Secretary.
3. Briefly discuss the importance of Secretariat in the State administration.

II. Write a short note on the following.

1. Staff Agency.
2. Line Agency.
3. Explain the recommendations of the ARC on State Secretariat.
4. Describe the organisation of Secretariat.

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UNIT - 12 : RELATIONSHIP BETWEEN SECRETARIAT AND DIRECTORATE

Contents

- 12.0 Objectives
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- 12.7 Answers to Check Your Progress
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12.0 OBJECTIVES

This unit explains the role of the Directorates in policy implementation and their relations with Secretariat. After reading this unit you would be able to :

- Portray the organisation of the directorates,
- describe the relations between the Secretariat and the Directorate,
- explain the criticism made against each other, and
- explain the views of the experts on their relations.

12.1 INTRODUCTION

The Secretariat and the Directorates are the two eyes of the government. In the previous unit the role played by the Staff Agency i.e., the Secretariat is explained. The Directorates form the Line Agency. They undertake the responsibility of the policy implementation.

The concepts of Staff Agency and Line Agency are explained in the previous unit. In a democratic country like India, the representatives of the people head the executive branch and the administration will be carried under their leadership. They are called ministers. At the state level, just like at the centre, Chief Minister will be kept in charge of one or more departments to provide administrative leadership for the benefit of the people. As the representatives of the people, the ministers will be knowing about the requirements of the people in the State. They are not expected to know the administrative techniques needed to formulate policies to meet the requirements of the people. Thus, the existence of a Staff Agency which can translate the wishes of the Ministers into policies has become quite essential in a democratic country like India. The policy framed by the Secretariat will be approved by the minister who is the head of the Line Agency. The Minister exercises the administrative powers over the department (s) under his control on behalf of the Governor. As the head of the Line Agency the minister declares the policy approved by him in the form of orders or instructions to the Line Agency next to him at the State level for implementation.

Check Your Progress - Exercise 1

1. Identify which of the following is true. The Directorate is a,
 - (a) Line Agency
 - (b) Staff Agency
 - (c) Auxiliary Agency

12.2 DIRECTORATE

The Line Agency in each department at the State level will have its head forming the second line of the Agency. He is called the Head of the Executive Department. His main function is to take the responsibility for the implementation of the orders issued by the minister who is in the front line of the Line Agency. The Head of the Executive Department is called as Director and his office is known as Directorate. The Directorate mainly concentrates on the implementation of the governmental orders in the State through its subordinate offices organised throughout the State. The wishes of the Cabinet take the form of a programme and secure results after passing through the following stages.

(1) Policy formulation and the issue of orders.

(2) Policy execution or implementation.

In the first stage the Secretariat plays a key role in the formulation of a policy, legislative proposals, amendments to the legislation, framing of rules and regulations to be followed by the executive departments and other instructions necessary for running the administration. All these functions of the Secretariat can be discharged efficiently if the Secretariat personnel are well versed with the governmental administration. The officers engaged in the functions of the Secretariat are called 'Generalists'. The experienced officers in the Indian Administrative Service usually figure in the first stage.

The second stage in this process is implementation of the policy. It is as much an important function as policy formulation. Successful implementation of a policy brings out good results for the people. Specialists who are drawn from the respective technical fields of the department will initiate the activity of policy implementation. In other words specialists of respective fields are generally appointed as the heads of the Executive Departments, namely Directors. The Director of a Directorate is usually a specialist in his field of activity while the Secretary of the Secretariat department is a Generalist having an expert knowledge of administrative functioning. However, there may be exceptions to this situation. The Secretariat and the Directorate are the two eyes of the Minister. Some of the directorates in Andhra Pradesh are :

- Directorate of Municipal Administration
- Directorate of Medical Services
- Directorates of Higher Education, School Education, Technical Education and Adult Education
- Directorate of Police
- Directorates of Social Welfare and Tribal Welfare
- Directorate of Industries
- Directorate of Agriculture
- Directorate of Fisheries
- Directorate of Animal Husbandry, etc.

Check Your Progress - Exercise 2

1. Explain the main function of the Directorate.

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2. Match the following

(a) Secretariat () 1. Specialists

(b) Directorate () 2. Generalists

12.3 RELATIONSHIP

The relationship between the Secretariat and the Directorate is that of a leader and a follower. The Secretariat takes every care that the orders issued by the ministry are strictly followed and implemented by the Directorate to achieve the desired goals. The Secretariat supervises the performance of the directorate in the implementation of the orders issued by the Government from time to time. The Directorate, while adhering to the instructions and guidelines issued by the secretariat carries on the process of implementation in such a way that it achieves the desired results. The success of the functions of the Secretariat depends on the successful functioning of the Directorates. The Directorates will have their programmes for implementation as given by the ministers through the Secretariat.

Of late, the supervision of the Secretariat over the Directorates is being viewed as an unnecessary interference by the executive departments. However, the Secretariat has its own criticism against the Directorates. In other words it can be understood as a controversy between the Secretaries of the Secretariat who are the Generalists and the Directors who are specialists in their respective fields.

In the light of the above discussion regarding their roles in policy formulation and implementation, let us now examine the opinions of these two bodies made against each other.

12.3.1 Criticism of the Secretariat against the Directorates

- (i) The Directors are technical experts in their respective fields. They will not have the comprehensive view of the government and its administration. Their knowledge is confined to the technical field to which they belong.

- (ii) The Directors lack the competence of issuing the orders or instructions to implement the programmes.
- (iii) The Directors show disregard towards the orders or instructions of rules and regulations issued by the Secretariat which are essential for the implementation.
- (iv) The Heads of the Executive Departments will not be aware of the procedures, techniques and the system of public administration as their knowledge is technically oriented.

12.3.2 Criticism of the Directorates against the Secretariat

The Directorates supply the information and other necessary particulars in the form of proposals to the Secretariat enabling it to formulate a policy. Thus the Directorates feel that the Secretariat is there only for approving the proposals that are submitted by the Directorates.

The important allegations made by the Directorates against the Secretariat are as under :

- (i) the functioning of the Secretariat is superfluous and it results in unnecessary delay.
- (ii) The Directorates feel that the control exercised by the Secretariat over them is not desirable as it can be said that it is a control by an agency which knows little of the technicalities of the issues.
- (iii) The Directorates are of the opinion that it is unscientific to entrust the scrutiny of the proposals relating to the technical and scientific knowledge at all .
- (iv) The Directorates also feel that their initiative and drive are discouraged because of the powers delegated to the Secretariat which ought to have been delegated to the Directorates.

An impartial view of the above discussion reveals that the two opinions have not considered the integral approach of the administration. As the Secretariat will have a comprehensive outlook of the ultimate goals of the administration and means of achieving those goals, the existence of the Secretariat is quite essential to guide the ministers in the right direction. The directorates are the technical cells. The directors know fully well of the utility and practicability of the policy to be formulated by the Secretariat. Therefore the technical knowledge of the directorates is highly essential to provide benefits to the people and create the public opinion in favour of the administration. In a democratic country an effective functioning of the executive department brings the Government and people very close to each other. In the interest of the efficient functioning of the Government and securing the maximum degree of welfare to the people during the shortest period, it seems to be necessary to have both the units of the Secretariat and the Directorates .

Check Your Progress - Exercise 3

(1) Explain the important allegations of the Directorates levelled against the Secretariat.

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12.4 EXPERTS OPINION ABOUT THEIR RELATIONS

With regard to the organisation of the Directorates and the Secretariat there are two opinions put forth by the experts of the Indian Administration. They are known as (i) Mono-Unit theory and (ii) Bi-Unit theory. The theory which champions the abolition of the Secretariat and the creation of a single unit combining the Secretariat and Directorate is called the Mono-Unit Theory. On the other hand the argument for the continuation of the Secretariat and the Directorates as separate units is called the Bi-Unit theory.

12.4.1 Mono-Unit Theory

The champions of this view declare that the policy formulation and policy implementation are two interdependent factors. It is scarcely possible to specify where policy formulation ends and where the policy implementation begins. These two are inseparable factors and one will not be fruitful without the other. The existing practice of having them in two separate units is resulting in delaying the matters. If the Directorates are merged with the Secretariat there is no need for having the Secretariat staff in between the Minister and the Directorate. Also there will be no need to have a check on the Directorate as the Minister and the Director will be very much handy to each other. If a check in the financial matters is to be imposed on the Directorate, the finance Department in the Secretariat will do it and having a separate secretariat staff for this purpose is not desirable. Moreover, now-a-days the policy formulation and fixing up of targets or goals are being decided by the Planning Commission itself at the Union level. The job of the State Secretariat is so much reduced that it need not contribute its original thinking in the policy formulation. Even the directorate can formulate a policy and issue orders basing on the guidelines given by the Planning Commission and Union Ministries.

12.4.2 Bi-Unit Theory

Those who hold the opinion that the present system of Secretariat and the Directorates as separate units should be continued, say that the merger of the two units creates confusion.

If the agency for policy formulation and issuing orders and the agency for policy execution are separate entities, both the functions can be discharged efficiently by the respective agencies. The supervision of the Secretariat over the progress of implementation of the directorate will expedite the process of implementation and will check the misuse or abuse of authority by the Directorates. By having two separate units there will be a scope for detection and rectification of an error cropped up either in framing the policy or in the erection of the policy. Usually the ministers are laymen. They are ignorant of the working of the administrative system. The directors are only the technical experts. So both the parties have no knowledge of the governmental administrative techniques. Therefore the role to be played by the generalists certainly assumes the greater importance as it guides the minister in proper direction and acts as a torch-bearer for the Director. the utility of the Secretariat as a separate agency can not be underestimated. Moreover, it is always desirable to keep the political decision makers namely ministers, at a distance from the Directorates. If the executive department causes any grievance to the people they can seek the redressal from the Secretariat which supervises the Directorates. The reasons shown for the merger of the Secretariat and Directorates are not to be set aside. At the same time the arguments for the maintenance of the status quo also are based on practical difficulties. But these arguments are not so strong as to abolish the Secretariat or to declare the present system as free from demerits. It has been a matter of discussion for the Administrative Reforms Commissions appointed before and after the independence. The West Bengal Administrative Enquiry Committee of 1944-45 supported the Bi-unit theory. But the Andhra Pradesh Administrative Reforms Committee of 1964-65 and that of 1969 have favoured the merger theory in a phased manner.

Check Your Progress - Exercise 4

1. Explain the views of the Mono-Unit theorists.

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2. What is the main argument of the Bi-Unit theorists ?

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12.5 SUGGESTIONS TO IMPROVE THEIR RELATIONS

Instead of taking one of the two theories into consideration sacrificing the merits of the other theory it is better to think of building up cordial relations, coordination between the two units and improving the conditions of administration. The following steps are suggested for the improvement of the situation.

- (i) Care should be taken that there will be no over-concentration of powers at the Secretariat level.
- (ii) More Powers are to be delegated to the directorates to bridge the gulf between the Minister and the Directorate.
- (iii) The top official of the Directorate may be appointed as joint Secretary in the Secretariat, so that the Directorate can send files directly to the Minister through the Joint Secretary to avoid delays in administration.
- (iv) Lastly the Directorate can be located within the campus of the Secretariat so that there will be better communication between the two units and cordial relations can be promoted.

Check Your Progress - Exercise 5

1. List out the suggestions made for the improvement of relations between the Secretariat and the Directorates.

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12.6 SUMMING UP

The Secretariat is a staff agency. It protects the time of the Chief Executive by acting as eyes and ears and also by acting as a filter and funnel. The function of the staff agency is to advise the Chief Executive on policy matters while policy execution is the function of the line agencies, i.e., the directorates. But, the relationship between these administrative units has not been happy because each one is claiming supremacy over the other forgetting the fact that they are the two parts of a whole and that both are needed by the Chief Executive to discharge his functions. Neither the Mono-Unit Theory nor the Bi-Unit Theory are an answer to the controversy. What is needed is an integral approach of administration.

12.7 ANSWERS TO CHECK YOUR PROGRESS

Exercise -1

1. (a) Line Agency

Exercise -2

1. The main duty of the Directorate is to implement the orders of the government in the State through its subordinate offices spread throughout the State.
2. (a) The Secretariat consists of Generalists
(b) The Directorate consists of Specialists.

Exercise -3

1. The important allegations of the Directorates levelled against the Secretariat are as follows:
 - The functioning of the Secretariat is superfluous resulting in delays.
 - The Control exercised by the Secretariat is not desirable since it knows little of the technicalities of the issues.
 - The Secretariat has no scientific knowledge to tackle technical and scientific issues

Exercise -4

1. The Mono-unit theorists are of the opinion that since the policy formulation and policy implementation are two inter-dependent factors, the abolition of the Secretariat and the creation of a single unit combining both the secretariat and the directorate i.e., merger of policy formulation and its implementation are desirable .
2. This School of theorists suggest for the continuation of the present system of the Secretariat and the Directorates as separate units.

Exercise -5

1. For answer refer to 12.5

12.8 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

1. Critically examine the relationship between the Secretariat and the Directorate.

2. Discuss the theories of the relationship between the Secretariat and the Directorate and examine their implication.
3. Examine the agency involved in the policy implementation.
4. Make suggestions for the improvement of the relationship between the Secretariat and the Directorate.

II. Answer the following in about 15 lines each.

1. Generalists
2. Position of the Minister in the Line Agency
3. Mono - Unit Theory
4. Criticism of the Directorates against the Secretariat.

12.9 REFERENCE BOOKS

1. S.R. Maheshwari : Indian Administration, Orient Longman, New Delhi, 1985.
2. P. Sharan : Public Administration in India, Meenakshi Prakashan, Meerat, 1981.

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UNIT - 13 : DISTRICT ADMINISTRATION

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- 13.0 Objectives
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 - 13.6.5 Zilla Pranalika and Abhivruddi Board
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13.0 OBJECTIVES

This unit discusses the role of district in administration. After reading this unit you will be able to:

- explain its importance,
- describe its main features,
- estimate the role of District Collector, and
- portray its relation with Panchayati Raj Institutions.

13.1 INTRODUCTION

The Oxford dictionary defines a 'district' as a territory marked off for special administrative purposes. District administration in India deals with a very wide sphere of the management of public affairs. It also comprehends wide spectrum of public administration.

The Constitution of India, which deals with all kinds of territorial delimitations and jurisdictions makes no mention at all of a district as a unit of administration. There is indeed one reference in the Constitution, in Article 233, to the appointment of District Judges. There is no other mention at all either about the district or about the district administration. We do not find any reference to the district magistrate and Collector about whom we hear so much as the 'pivot' of all governmental functions in the district.

13.2 IMPORTANCE

The district in India is in many ways the most important unit of field administration in the country. It is a convenient geographical unit, where there can be a viable functioning of total public or government administration. It is convenient because it is neither too large nor too small as an administrative functional area.

i. As a Unit of Administration

There has been a remarkable continuity of the basic form of the district as a unit of administration. One can trace this identity from the descriptions of Manu. He prescribes an optimum size of 1,000 villages to a district. During the time of Akbar there was a similar demarcation by districts. The district was described as a Sarkar a term which is significant. The same pattern prevailed in the British period particularly in British India, where the district formed the unit of field administration which was popularly known as Revenue District. And now in Independent India, the same form of district continues as the principal unit of field administration. It is truly a mark of its soundness as a viable unit and as a practical mode for the management of public affairs that the district has continued to subsist or exist through the centuries, under varied circumstances and under entirely different forms of government.

ii. As a Centre for all Government Offices

District administration includes all the agencies of Government the individual officials, functionaries and public servants. It comprehends all institutions for the management of public affairs in the district. It concerns with all the corporate bodies such as Panchayats and Municipal bodies. It includes all advisory bodies associated with the administration, as well as individuals serving as assessors and Jurors in the trial of cases. There may be an advisory committee for instance to advise the district magistrate in the issuing of arms licences in the district and indeed

for many other purposes.

iii. **As a link between Citizen and Administration**

District Administration provides the principal point of contact between the citizen and the processes of government. It is truly the cutting edge of the tool of public administration. District administration does not include private individuals, citizens in their private capacity. It does not also include members of Parliament or Members of Legislative Assemblies or any other representative of any sort whatsoever except only when there is a specific provision under the law for their association.

In the context of the district administration, the Constitution serves as the legal charter of reference in at least three separate ways. In the first place it enables the lines of authority to be identified, to discover the continuity of the line of action, and of its relationship to the ultimate sovereignty which vests in the people. Secondly, it demarcates the boundaries and jurisdictions, the distribution of functions, and the limitations placed upon each of the principal agencies such as the executive, the judiciary, the legislature; the central government, the states and so on. It prescribes the checks and balances in the performance of different functions which are laid upon the executive, the judiciary, the legislature and other agencies set up by or under the Constitution. Thirdly, the Constitution provides the final point of reference in regard to the fundamental rights of the citizens. The Constitution thus is of basic importance in the management of public affairs in the District.

The activities of the district administration affect the lives of the people in a variety of ways. The people in the villages judge the efficiency of the government from the way in which the district officials discharge their duties. Thus it is clear that the success and the failure of the administration in general depends upon the strength and weakness of the district administration. In fact, the Planning Commission too stressed the importance of establishing well-organized democratic structure of administration within the district for meeting the demands of a Welfare State.

13.3 SIZE OF THE DISTRICT

Every state in India is divided into a number of revenue districts. There is no uniformity regarding the size of the district - its area, population, resources etc. In the course of a century and a half, these districts which were originally carved out for revenue administration have developed into traditional units. Till recently this revenue district was the unit of administration for other departments like Agriculture, Registration, Police, Co-operation etc. With the increase in developmental activities, some districts had to be reorganised. A district is technically the best area for geographical and functional grouping of units and branches of administration and bears a logical relation to its total area, wealth, and population. As a practical unit of administration it has stood the test of time and may well continue to be the principal mode and pattern of field

administration throughout the country. The district is thus a multiple one having a number of officers for administering the affairs of government. Of course there are some notable exceptions to this general arrangement.

Check Your Progress - Exercise 1

1. Indicate which of the following is incorrect.

- (a) the district was called as 'sarkar' in Mughal Period.
- (b) The district was known as 'Revenue District' in British Period.
- (c) The Article 233 of the Constitution refers to the word 'District'.

2. What does a 'District' administration include ?

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13.4 BROAD FEATURES

The general structure of the administration in the district is at several levels, usually three, some times four. There will be one level which comprehends the whole district within its jurisdiction. It may be the Collector, the District Magistrate, or the Superintendent of Police or the District Agricultural Officer. It may be the Chairman of the Zilla Parishad or the District Educational Officer and so on.

Secondly, because of the size of a district, there is usually an intermediate territorial level. Some times there are two intermediate levels in the larger district. The intermediate level can be tehsil, the block, the Panchayat Samithi etc. Then at the ground level, the village provides a convenient territorial jurisdiction. Here we have Village Panchayat, the village head man, the village Patwari, each an important element in the administration of the district.

Let us now examine some of the important features of District Administration.

i. Law and Order

The most important feature of district administration is maintenance of Law and Order. This consists of the Magistracy which is provided for in detail in the Criminal Procedure Code. That is the Code of Law which gives form to and provides sanction for the setting up of the system of Magistrates of different kinds. There is a whole range of magistrates. Then there is the Judiciary. It starts at the top with the Supreme Court of India. Each State has a High Court. Below the High Court is the District Judge. It may be recalled that the term District Judge mentioned in the Constitution is the only reference to the term 'district' as such. The District Judge has below him Judges of different categories such as Subordinate Judges, small cause court Judges, sessions Judges. The Judiciary deals with civil and criminal cases of the more serious kind. The District Judges deal with the appeals made over the Judgement of the lower courts. The magistracy acts in many ways as the agency of the judiciary. The execution of writs of the civil and criminal courts, including criminal writ from courts outside the district, is normally done through the magisterial element of the district administration.

The third element is police. The police consists of a whole range of officials, of different levels, from an Inspector-General of Police in a State, a Deputy Inspector-General of a range which often is spread over one or two administrative divisions, about eight to ten districts in all; to a Superintendent of Police for the district. The Superintendent of Police is responsible for the Police force of the district and for the performance of all the police functions including the prevention and detection of crimes and the prosecution of offenders. Then we have in the village the village Chowkidar. The village chowkidar is appointed under a special statute and comes under the disciplinary control not of the Superintendent of Police but under the district magistrate, unlike the other members of the district police force.

The district magistrate is responsible for the 'criminal' administration of the district. For this purpose he is also responsible for the police administration in the district. The annual police administration report prepared by the Superintendent of Police is submitted through the district Collector. The latter goes through it, and writes his comments. His recommendations concern the matters contained in the report and covering the whole of the police force and its activities in the district, as well as recommendations for the prevention and detection of offences.

and for prosecution of offenders. The actual internal administration of the police force in the district includes discipline, as well as what may be termed as 'internal house-keeping' activities. The training and deployment of the force are largely the responsibility of the Superintendent of Police assisted by his subordinate officers. There is one more element of police function which is the intelligence. An Official of the district police force is usually designated for the purpose whose duty it is to carry on what is known as criminal intelligence work.

Another element in the law and order feature of the district administration is the maintenance of Jail. The district may contain one of the several central jails in the State, where comparatively the long-term convicts are kept. There is also in every district a district jail, which is used for keeping people convicted of various offences, as well as prisoners under trial. The district Jail often has arrangements for the execution of prisoners condemned to death by a Court of Law. The jail is under the general control of the District Magistrate. The district jail forms part of the district administration and as is seen, comes within the general responsibility of the District Magistrate.

It is the function and responsibility of Magistrates on the district staff, by visiting the jail from time to time to see that all is well in the jail. There is also inter-relation of the Judiciary and the Magistrates at the district level administration.

ii. Revenue

This feature includes Revenue, Excise and Government Treasury. The first of its services concerns itself with land revenue, its assessment and collection. The district apparatus for this purpose in the normal way consists of the Collector and the Sub-Divisional Officers. The Sub-Divisional Officer is by definition the Revenue Officer in charge of a Sub-Division, which is a portion of the district. He is usually a junior member of the Indian Administrative Service, or more frequently a member of the State Civil Service. Below the sub-divisional officers there are Tahsildars, the Patwaris and Village Assistants who maintain the village land records up-to-date.

The next group consists of the irrigation department. Its duties are the assessment of water rates unlike land revenue by the officials of the irrigation department. The irrigation department makes out the demand lists of irrigation dues each season. These are then sent to the Collector, or directly to the Tahsildar. Thereafter the responsibility for the collection of these dues which is often equal or even exceeds the land revenue demands is assumed by the Collector and his land revenue staff and other officials including some who may be specially employed for the purpose. The period of collection of irrigation dues tends to co-incide more or less with the collection of the revenue. Frequently the effort to collect both kinds of dues would be combined.

The fourth element is agricultural income tax. This is comparatively a recent innovation. When the assessments have been made, the collection of this tax follows the pattern of Land Revenue.

Sales Taxes form the fifth element of this feature of district administration. These are also comparatively new taxes and the practice as well as the method varies in different states. The departmental staff includes Sales tax officers and Inspectors. They assess the tax amount payable. Thereafter for purposes of collection the process comes under the authority and responsibility of the District Collector especially for the collection of arrears.

The Sixth element comprises Court fees payable in connection with various judicial proceedings. The seventh element consists of excise duties of different kinds. These include excise duties on various commodities such as liquor, drugs, various petroleum products and quite a number of other things. Normally an officer on the district officer's staff is designated as the District Excise Officer, through whom is supervised and controlled the work of the excise inspectors. The district excise officer under the Collector also attends to the sale by auction. A number of other taxes such as taxes on motor vehicles, entertainment taxes and others combine to form the eighth element of the revenue component of the district administration. The collection of these various taxes is generally watched over by the Collector.

The revenue feature includes two other matters, the taqavi and the treasury. Takavi consisting of loans made under the different statutes providing for advances for assistance in agricultural operations comes within the responsibility of the Collector. The district treasury comes within the responsibility and control of the Collector. The treasury officer has in recent years been drawn from a special cadre; but in the district he comes under and is responsible to the Collector.

iii. Land Reforms

The third feature of district administration concerns itself with land reforms, land management, land acquisitions and particularly with land records.

For land reforms the district organisation consists of the Collector, the Sub-Divisional Officer, the Tahsildar and the Patwari. It is customary when a particular land reform is introduced and is extended to cover a whole or the larger portion of the State, for a special department to be created and special staff assigned to it. Such reform is the one known as the consolidation of holdings. When a consolidation programme in a district is taken up, the land system goes back to the normal district administration consisting of Collector, the Sub-Divisional Officer, the Tahsildar and the Patwari. They are responsible for the proper maintenance of the consolidation records. In the district the main responsibility for supervising the programme was laid upon the Collector and his revenue staff supported by special staff recruited for the land reforms programme. For land acquisition, there is usually on the Collector's staff an officer who besides performing other functions is also designated as land acquisition officer. Land records consist of the basic village records, including the detailed village maps showing every single plot of land however small it may be, a register describing the nature of each plot in size, its soil, and the crop grown on it, and a register of holdings, the names of the cultivators specifying their separate

shares where necessary the rent or revenue payable and other details. Here the important point is that the land records maintenance is a continuous concern of the district administration in practice from day to day. It is in the same lines as land revenue, namely the Collector, the Sub-Divisional Officer, the Tahsildar and the Patwari. Land management as a concern of district administration includes the management of land belonging to the government. Sometimes, it includes uncultivated common lands, forests, waterways etc. The responsibility for managing the land lies in the same line as is seen in the case of land reforms and land records.

iv. Agriculture, Irrigation and Industry

In case of Agriculture we have now new units known as the Zilla Parishad, the Panchayat, Samithi, the village Panchayat and others. All these are concerned in one way or the other with agriculture and the agricultural economy of the district. The department of agriculture and the district agricultural officers represent the technical wing of administration. They are intended to provide technical services to assist agriculture in the district.

Irrigation covers a number of activities, including the planning and construction of water resources such as canal head works, tube-wells, canal system and often hydro electric stations at several points along the system. In a district with an established canal system, there are usually one or more executive engineers. An executive engineer is often responsible for a length of main canal together with its branches running through a number of districts. This arrangement is made so that there may be at a particular district head quarters a number of executive engineers looking after a different canal system running through two or three districts.

In the case of major industries, such as steel works, cotton mills, sugar factories and other large establishments the district administration is mainly concerned with the aspect of safety and with the assessment and payment of workmen's compensation in case of injury or death. The district Collector is usually also designated as an inspector of factories under the Factories Act. Some times this authority is also vested in other officers on the district staff. The district administration is charged with the responsibility for keeping a general watch on the prosperity, advancement and working conditions in such industries. It is more directly concerned with village industries such as Khadi, Handloom and others. Here the Zilla Parishad, the Panchayat Samithi, the Village Panchayat, the Block Development Officer, and technical staff pertaining to each particular industry constitute part of the district administrative set-up for the advancement of these industries. For industrialization of districts, now there are district industries centres in each one of the districts.

v. Supplies and Transport

Supplies consist of the essential civil supplies, particularly food. There is usually a district supply officer, either a special officer assigned to this work or if the amount of work involved is small, one of the deputy Collectors or Assistant Collectors on the district staff may be designated

as the district supply officer in addition to his other duties . In the district administration there has been a fair amount of flexibility. But these were related to the need for the district administration to flexible, adaptable to the needs and to deal with large varieties of different functions. It becomes very different when we have departmentalization of functions.

As to transport, in large urban districts usually a special transport organization will be established. In every district, the district Police are concerned with the regulation of traffic, supervision over the proper registration and maintenance in good condition of motor vehicles, particularly heavy transport and passenger carrying vehicles and generally with traffic control.

vi. Community Development.

In the case of this feature there are so many functional units that one begins to find some difficulty in finding one's way amongst them. The Zilla Parishad is quite definitely concerned with all these activities. So is the Panchayat Samithi and the Village Panchayat. The District Collector is concerned with all these activities. In some cases there may be an additional Collector specially assigned to look after them, while the magistrate attends to other things. The sub-divisional officer and the block development officer, whose principal function is to attend to the development activities in their area come into the picture. A district inspector of schools and more recently, district inspectresses of schools are assigned to almost every district. Then there are officials and usually a medical officer of health in the district. Then there are officials and functionaries such as the social educational officer, the village level workers, the veterinary officers, agricultural assistants, nurses, vaccinators etc.

vii. Calamities

When calamity strikes a district or any portion of it, all the agencies in the district are involved. The overall responsibility rests mainly upon the Collector. No matter what calamity it is, a flood, an earth quake, or a fire or an epidemic, the apparatus to deal with it is the whole of the district administration.

viii. Elections

In every district, there is always going on more or less continuously some process or other connected with elections. It is a normal function of the district administration to deal with all matters which form part of the election process. There is normally on the district Collector's staff a deputy Collector or assistant Collector who is designated as the District Election Officer. During an election this officer is relieved of other work so that he may devote himself more fully to the election work. Elections provide another kind of activity which involves all or most of the officials in the district, whatever department they may belong to. During the election period a directive is issued by the Government to all departments that every assistance should be given to the district authorities, by deputing their staffs to serve as polling officers or in other ways,

under the supervision of the district election officer.

ix. Local Self Government

The district administration contains different institutions of local self government. There are the Zilla Praja Parishads which have replaced the former Zilla Parishads. The Collector has in general the right to attend the meetings of the Zilla Praja Parishad, the power to inspect and to report and the duty to advise and generally to keep an eye on the functioning of the local self government, as a government official in the district. This mode and degree of association appears to be adequate for the proper functioning of local self government bodies.

Check Your Progress - Exercise 2

1. Who is the District Magistrate?
 - (a) The District Judge
 - (b) The superintendent of police
 - (c) The collector.
2. Who is the head of the police force in the district?
 - (a) The Collector
 - (b) The Deputy Inspector General of Police
 - (c) The Superintendent of Police
3. Name the ultimate authority who is authorised to inspect the factories in the district.
 - (a) The Inspector of Factories
 - (b) The Collector
 - (c) The Superintendent of Police.
4. Indicate which of the following statements is incorrect?
 - (a) The Collector is authorised to clamp curfew in a disturbed area in the district.
 - (b) The Collector will be designated as the District Election Officer.
 - (c) Democratic decentralization means abolition of local self government institutions.

13.5 THE ROLE OF DISTRICT COLLECTOR

The most important official in the entire district administration is the District Collector. He has multiple functions to be performed on behalf of the executive government. An attempt is made here to list out the functions and responsibilities generally entrusted to him.

i. • As District Officer

- 1) Posting, transfer and leave of the Gazetted Officers within the district.
- 2) Controlling, drawing and disbursing officer of the district staff.
- 3) To submit annual budget estimates.
- 4) To prepare estimates of works.
- 5) To be incharge of district treasury.
- 6) Function as the Chairman of various local institutions.
- 7) To act as Chief Protocol Officer in the district.
- 8) To compile and submit annual administration report of the district.
- 9) To supervise the proper conducting of the civil suits in which State is a party; and
- 10) To be responsible for proper implementation of government orders.

ii. As Collector

- 1) Collection of land revenue
- 2) Collection of other government dues
- 3) Distribution of Taqavi loans
- 4) Recovery of Taqavi dues
- 5) All matters relating to land records
- 6) Control over land record establishment
- 7) Land acquisition work
- 8) Supervision of treasury
- 9) Sanctioning land revenue assignment

- 10) Assessment and realization of agricultural income tax
- 11) Management of government estates

iii. As District Magistrate

- 1) To control and supervise the sub-ordinate magistracy
- 2) Disposing of all the petitions received from the government and others
- 3) Grant of superior classes to prisoners
- 4) Release of prisoners on parole
- 5) Submitting an annual crime report to government
- 6) Annual inspection of police Station
- 7) Labour problems, Strikes etc
- 8) Grant and cancellation of many kinds of licenses
- 9) Supervision and control over local bodies
- 10) Supervision of the work of probation officers
- 11) Enforcement of Press Act
- 12) Recommendations of schemes for the development of forests

iv. As Returning Officer

The Collector is the Returning Officer for elections to the Parliament and the Assemblies and has the responsibility for co-ordination of the election work at the district level.

v. As District Census Officer

As the District Census Officer the Collector is responsible for conduct of census operations once in ten years. He appoints enumerators, provides for their training and arranges timely supply of forms etc. To the above list may be added the following functions:

- 1) Work relating to Civil Defence
- 2) Role as the Public Relations Officer of the government
- 3) Responsibilities in the field of Municipal Administration
- 4) Liaison with military authorities

Because of all the above mentioned functions the District Collector appears as an over-worked official in the administrative set-up.

Check Your Progress - Exercise 3

1. Who is the Chief Protocol Officer in the district ?

- (a) The District Judge
- (b) The District Collector
- (c) The Superintendent of police

2. Who is the Census Officer in the district?

- (a) The District Medical Officer
- (b) The Director of Census
- (c) The Collector

13.6 PANCHAYATI RAJ AND DISTRICT ADMINISTRATION

Panchayati Raj forms an integral part of the democratic system. Here the local bodies are charged with certain responsibilities to deal with matters concerning the affairs of the rural people. Participation of the people in the affairs of administration makes them feel that Government is their own. In order to realize this objective Community Development programmes were started in the year 1952. But these have not succeeded to the extent desired in enlisting the active involvement of the people. A committee was constituted under the chairmanship of Balwantraji Mehta to study the CD programmes and to suggest the alternative arrangements. The Mehta committee attributed the failure of the CD programmes to the official domination and lack of genuine involvement of the people. It called for setting up of a three tier system of panchayati Raj : Zilla Parishad at the district level, Panchayat Samithi at the intermediate level (Block) and Gram Panchayat at the village level.

Andhra Pradesh is the second state to create the PR Institutions with minor changes, proposed by the Mehta Committee. The new institutions have come into force with effect from the 1st November, 1959. Since their inception these bodies underwent several changes and finally these were repealed by the Andhra Pradesh Mandal Praja Parishads, Zilla Praja Parishads Act 1986. This Act which came into force with effect from the 15th January, 1987 has brought about revolutionary changes in the structure of Panchayati Raj Institutions.

Under the new system of PR Institutions direct elections are introduced to all the positions of the three tiers i.e., the Sarpanch, the Gram Panchayat, the President of the Mandal Praja

Parishad, and the Chairman of the Zilla praja Parishad. Holding of direct elections to the Chiefs of Mandal Praja Parishad and the Zilla Praja Parishad on party basis is one of the significant feature of this new set up.

The salient features of the restructured PRI's are discussed hereunder.

13.6.1 Gram Sabha

The Act Provided for a Gram Sabha for every village. All persons whose names are included in the electoral rolls of the village constitute the Gram Sabha. Sarpanch or Upa-Sarpanch presides over the meetings of Gram Sabha. It is expected to meet twice a year to consider annual statement of accounts and audit report, reports of the administration of the previous year, programme of action for the current year, and finally proposals for fresh taxation or for enhancement of existing taxes.

13.6.2 Gram Panchayat

There are about 19,000 Gram Panchayats in Andhra Pradesh covering approximately 29,000 villages. For every 3,000 population or for every revenue village there is a Gram Panchayat. The entire Gram Panchayat will be divided into wards for the purpose of holding elections. The number of members of a Gram Panchayat vary from 5 to 9 depending on the population. The voters have to elect their representatives called 'ward' members and the 'sarpanch' simultaneously to perform the functions of the panchayat. Every Gram panchayat has a Sarpanch elected directly by the voters of the Gram Panchayat. The Upa-Sarpanch is, however, elected by the members of the Gram Panchayat from among the members. The Gram Panchayat has to attend to construction, and maintenance and repair of all buildings, lighting, cleaning of streets, registration of births and deaths etc.. In addition to obligatory functions, the Gram panchayat performs discretionary functions like planting and preservation of trees, promotion of education etc.. The resources of the Gram Panchayats include proceeds from taxes, funds and contributions from Mandala Praja Parishads. It has powers to impose such taxes like houses taxes, vehicle tax etc.. The Executive officer of Gram Panchayat/group of panchayats is appointed by the Commissioner of Panchayati Raj.

13.6.3 Mandal Praja Parishad (MPP)

The MPP is constituted in each Mandal (There are 1104 Mandals in place of about 330 panchayat Samithies). The Mandal Praja Parishad is a body corporate and consists of Sarpanches of Gram panchayats in the Mandal (ex-officio), the members of Legislative Assembly, Members of Lok Sabha and Rajya Sabha and persons belonging to minorities based on religion or language to be elected by the President and members of the MPP. The President of MPP is directly elected by the voters in the Mandal and elections are held on party basis. There are reservation of posts for the Scheduled Castes (15%) , Scheduled Tribes (6%) , Women (9%) , and Backward Castes

(20%). The Vice-president of MPP is elected by the members from among themselves.

The MPP performs a wide range of functions which include : education, social welfare, Community development, animal husbandry, health etc.. The president is empowered to exercise administrative control over the Mandal Development Officer(MDO).

The moneys received by MPP are deposited in MPP Fund. These include funds transferred by Government, grants from Central and State Governments, share of land revenue, proceeds from taxes etc.. They are empowered to levy with the prior sanction of the Government a duty in the form of a surcharge on any tax imposed by a Gram Panchayat within its jurisdiction.

13.6.4 Zilla Praja Parishad (ZPP)

A Zilla Praja Parishad, in each district, is a body corporate and consists of Presidents of MPPs (ex-officio), MLAs, MPs, of the district, one person belonging to minority community and the District Collector (ex-officio). The Chairman of ZPP is directly elected by all the voters in the district on party basis. The Vice-Chairman is elected by the members of ZPP. Reservation of seats as applicable to MPP are followed with a provision for rotation.

There are six(6) Standing Committees to look after development, education, social welfare, women welfare, works and finance. The Chairman of ZPP is the Chairman of all Standing Committees.

The powers and functions of the ZPP touch a wide spectrum. These include: approving the budgets of MPPs, distribution of funds allotted to it by the Central and State Governments, consideration and consolidation of plans prepared by MPPs.

The ZPPs get funds from Central and State Governments, grants from all India bodies and institutions, prescribed share of land or local cess, state taxes or fees, income from endowments or trusts. Further, the Zpp gets a per capita grant of Rs 2/- from the government. The Chairman of ZPP can be removed from office by the government for acts of commission and wilful refusal to obey the orders of the government or abuse of his position and powers.

13.6.5 Zilla Pranalika and Abhivruddi Board

Section 69 of the Andhra Pradesh Zilla Praja Parishads and Mandal Praja Parishads Act 1986 provides for the creation of a Zilla Pranalika Abhivruddi Board (District planning and Development Board) for every district comprising the Chairman of ZPP, presidents of MPPs, MLAs, MPs of the district, District Collector, and designated Minister and all important officials of the district. It is charged with the responsibility of reviewing developmental activities of all the departments of the district. It is chaired by the designated Minister.

13.6.6 Nyaya Panchayats

Further, the Act provides for establishing a Nyaya Panchayat for a group of 3-5 villages. It consists of one member elected by the Gram Panchayat of every village in the group of villages for which the Nyaya Panchayat is constituted, one member representing the SCs, STs, and women member representing women are elected by the members of the Gram Panchayat. The Nyaya Adhyaksha and Nyaya Upadyaksha are elected by members of Nyaya Panchayats from among themselves.

Check Your Progress - Exercise 4

1. Mention the Year in which the Community Development Programmes were started in India.

- (a) 1950
- (b) 1951
- (c) 1952

2. Indicate which of the following is incorrect.

- a) The A. P. MPPs & ZPPs Act of 1986 brought changes in the structure of PRI.
- b) All the Chiefs of PRI institutions are directly elected by the voters.
- c) Gram Sabha, meets twice a year.
- d) The total number of mandals is 1104.
- e) Mandal Praja Parishad is coterminus with tahsil.
- f) The Chairman of ZPP is removable by the General body of ZPP

3. Explain the composition of the Zilla Pranalika Abhivrudhi Board.

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13.7 CRITICAL ANALYSIS

In many ways the district administration is directed towards objectives and programmes which are new and development-oriented. Panchayat Raj is the new instrument of development in the district. Panchayati Raj concept comprehends an administrative structure which covers the whole ground from village, through the block level with the Mandal Praja Parishad at Mandal level and Zilla Praja Parishad at the district level. This structure involves administrative and organisational consultation and advice and, serves with technical expertise. Nevertheless, there must be a great deal of interlinking and interpenetration between the administrative process on the one hand and the political process, on the other especially those parts of it which under the provisions of Constitution represent government authority. The district administration has now evolved into a fairly clear establishment, conforming to the total purpose and apparatus of government in the district. The purpose is three fold-the maintenance of law and order, the revenue administration and the development activities for the economic and social advancement of the people of the district.

13.8 SUMMING UP

District administration in India deals with a very wide sphere of the management of public affairs. For people at the level of the district, it is the mini government. All the agencies of government are represented at that level. Regarded as the principal point of contact between the citizen and the processes of government, district is widely held as the cutting edge of public administration. The image of the government is reflected at this level. The District collector, Superintendent of Police, District Agriculture officer to name a few are some of the district level officers. The most important official of the entire district administration is the District Collector. He is the 'eyes and ears' of the government at the district level. He performs multiple functions as District Officer, district collector, district magistrate, returning officer and district census officer. In other words, the importance of the district and the district collector is increasing but not otherwise. What is described so far pertains to revenue (also known as regulatory) administration. In addition to this there are number of developmental agencies like Zilla Praja Parishads etc.,. Thus district occupies the position of a king pin in the edifice of Indian Administration. Efforts are now on to strengthen it further.

13.9 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. (c) The word 'District' is mentioned nowhere in the Constitution. The Article 233 of the Constitution refers to the word 'District Judges',

2. The district administration includes all the agencies of government , the individual officials, functionaries and public servants.

Exercise 2

1. (c) The District Collector.
2. (c) The Superintendent of Police
3. (b) The District Collector
4. (c) Democratic decentralization means creation of local self-government units with adequate powers and encouraging the active involvement of the people in the development process.

Exercise 3

1. (b) The District Collector
2. (c) The District Collector

Exercise 4

1. (c) 1952
2. (e) and (f)

The Mandal Praja Parishad is co-terminus with the Revenue Mandal.

The Chairman of ZPP is removable by the State Government.

3. The Zilla Pranaliika Abhivrudhi Board consists of the Chairman of ZPP, all the presidents of MPPs, MLA, MPs of the District, the District Collector, designated Minister all important officials of the district.

13.10 MODEL EXAMINATION QUESTIONS

I. Answer the following questions in about 30 lines each.

1. Outline the broad features of the district administration.
2. Examine the relationship between the district administration and Panchayati Raj.
3. Bring out the importance of district administration.
4. Evaluate the present position of district administration.

II. Answer the following in about 15 lines each.

1. Describe the functions of Collector.
2. Meaning of law and Order.
3. Examine the revenue features of district administration.
4. Functions of Collector as a district Census Officer.

13.11 REFERENCE BOOKS

- (1) M.A. Aleem & Shameem Aleem (Ed). State Administration in Andhra Pradesh, Allied Publishers, New Delhi -1985.
- (2) S.R. Maheshwari : Indian Administration, Orient Longman, New Delhi, 1989.

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UNIT-14 : FORMS OF PUBLIC ENTERPRISES

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- 14.0 Objectives
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- 14.6 Summing Up
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14.0 OBJECTIVES

The aim of this unit is to portray the Forms of Public Enterprises in India. At the end of this Unit you would be able to:

- describe the prominence of public sector undertakings in Indian economy;
- identify the types; and
- point out the operational issues in public enterprises.

14.1 MEANING OF PUBLIC ENTERPRISES

A positive intervention by the State (Government) in the ownership, operation or regulation of industries and services has given birth to what are called 'Public Enterprises' or 'Public Undertakings'. The Speaker of Lok Sabha in 1962 defined Public Undertaking as "an organisation endowed with a legal personality. It is set up by or under the provisions of a statute for undertaking on behalf of the Government of India; an enterprise of industrial, commercial or financial nature or special service in the public interest and possessing a large measure of administrative and financial autonomy," Public Undertakings is meant the industrial, commercial and economic activity carried on by the Central Government or by a State Government or jointly by the Central and State Governments, and in each case either solely or in association with private enterprise so long as it is managed by a self-contained management. In simpler terms a Public Enterprise is an organisation whose business is managed by the Union or State Government.

14.2 THE NEED FOR PUBLIC ENTERPRISES

There is hardly any country today in which the government is not engaged actively in establishing and managing economic and industrial enterprises. The general trend of increasing intervention by the state in the economic activity was particularly conspicuous at the end of the First World War in 1918. In the year 1931, the Indian National Congress, declared that the state shall own or control key industries and services (mineral resources, railways, waterways, shipping, and other means of public interest.

Soon after India became independent, the Industrial Policy Resolution of 1948 clearly stated the government's policy with regard to the setting up of public enterprises. The Second Industrial Policy Resolution of 1956 further expanded the role of Public Sector. This resulted in setting up of several industries of basic and strategic importance like arms and ammunition, defence equipment, atomic energy, iron and steel, heavy castings and forgings, ship building, air craft etc., the development of which would be the exclusive monopoly of the state. The public utility services have also been taken as exclusive concern of the state. This resulted in public enterprises covering a wide range of activities like operating transport by air, sea and road, production and distribution of milk, drugs, fertilizers and a whole range of developmental activities. In 1977, the Industrial Policy Resolution reaffirmed the pre-eminence of public enterprises and added that it should maintain the essential supplies to consumers and encourage the development of several ancillary enterprises.

Today, the public enterprises are engaged in the maintenance of a vast variety of engineering, electrical and electronic items, banking, drilling and refining crude oil, mining of coal minerals and several other advanced industrial technologies including defence. When one thinks of any major economic activity, one would find some public sector enterprise or the other dealing with it.

Planned economy led to the active participation of government in commercial activities. Public interest rather than profit motive was also one of the reasons to promote speedy industrial development. In a developing country like India, the industrial base like iron and steel, power and fuel, atomic energy etc., has not been built up sufficiently. The objective of a socialist society also has forced the state to enter into commercial and industrial activities. The government by active participation in business has got to tap the natural resources through mining and metallurgy to raise funds needed to discharge functions of a welfare state. The public enterprises occupy an important place because they existed without a ban on private enterprises, mixed economy being the general policy.

In brief, the desire of the national leaders to establish Socialistic Pattern of Society with planned development forced the state to intervene in economic activities.

Check Your Progress - Exercise 1

1. What do you understand by Public Enterprises?

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2. Describe the main features of Public Enterprises.

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14.3 FORMS OF PUBLIC ENTERPRISES

The forms of organisation adopted for public enterprises have varied from country to country and also from enterprise to enterprise within the same country. The differences in forms arise due to nature and forms of business units, operational authority, financial autonomy and the extent of public accountability. The major thrust of this unit is to discuss the important forms of public enterprises, viz., (1) the Departmental form; (2) the Corporation form, (3) the Company form and (4) Holding company. Let us now discuss the main characteristics of these forms of public enterprises.

14.3.1 Departmental Form

This is the oldest form of organising public enterprises. In the beginning of the era of public enterprises, no distinction was made between the administrative functions of Government and the public enterprises run and managed by them. Railways, Posts and Telegraphs, Defence Industry, etc., are the oldest examples of this form. In most countries of the world, these industries, are even, today, run under this form of organisation.

(1) Characteristics:

The main characteristics of the Departmental form include:

- The enterprise is financed by annual appropriations from the treasury. The whole amount or a major share of its revenues are paid into the treasury.
- The enterprise is subject to the budget, accounting and audit control applicable to other government activities.
- The permanent staff of the enterprise are civil servants. The methods by which they are recruited and the conditions of service under which they are employed are ordinarily the same as those applicable to other civil servants.
- The enterprise is generally organised as a major sub-division of one of the Central government departments and is subject to the direct control of the head of the department.
- Wherever this applies in the legal system of the country concerned the enterprise possesses the sovereign immunity of the state. They cannot be sued without the consent of the Government.

Although, the above mentioned are major characteristics, the departmental form has been subjected to certain reforms. For example, the procedure and conditions of the recruitment, promotion of personnel etc., have been modified at times to suit their needs. They are different

from those applying to other government departments in general. Separate accounting and auditing systems have been evolved, and a few enterprises even adopted a Board pattern of top executive, with certain autonomy in day-to-day affairs (for example-Indian Railway Board.)

(2) Advantages:

The advantages of departmental form of public enterprises include:

- **Effective use of financial resources:** The funds allocated to a department are taken from the Consolidated Fund and the surplus generated by the enterprise goes directly to this fund. So the government can utilise the scarce financial resources more effectively.
- **More public accountability and executive efficiency:** The actual work of administration is carried out by civil servants relieved of all political functions, including the necessity to defend their actions. The administrative responsibility, however, vests with a politician and these civil servants assist the Minister by providing him relevant information to answer the queries raised by the parliamentarians. By this they ensure a high degree of public accountability.
- **Secrecy:** The industries of strategic importance, defence and public interest operate as departmental undertakings. The concerned Minister keeps the information of the concerned undertakings secret and Parliament cannot put pressure on a Minister to reveal such information.
- **Maximum Government control:** If the Government wants to have more control over its enterprise, this form of enterprise would be more suitable.
- **Regularized arrangement:** Since this form of enterprise is managed and controlled by predetermined rules and regulations it ensures regularised arrangement of routine operations.

(3) Disadvantages:

Let us now discuss some of the disadvantages of the departmental form of public enterprise. The main disadvantages of this system are: (1) this form suffers from operational autonomy and flexibility which is most essential for running an enterprise. (2) There is maximum control by the politically responsible functionaries and they may misuse these organisations to meet their political ends. The ruling party may, sometimes, undertake unprofitable ventures to stabilise its position (3) This form of enterprise suffers from excessive parliamentary control. Because this form of undertakings have to work under the control of the Minister who is answerable to the parliament. The too much interference of the Minister in the day-to-day operations obstructs the smooth functioning of the undertaking. (4) This form of enterprise is subject to strict financial and budgetary controls. They are not allowed to utilize the surplus or scarce resources generated by them. Too much of control in the form of Ministerial accountability, parliamentary

and budgetary control curbs the initiative of the personnel. (5) Due to the rigidity of rules and regulations there are bound to be delays and red-tapism as it is characteristic of other Government departments. It is also argued that it tends to raise the power of the Government. It involves too much centralization and inadequate delegation of power.

14.3.2 Public Corporation

With the expansion of the Governmental activities, it became imperative for the government to evolve a new form of enterprise which would possess the operating flexibility of private enterprises and which at the same time could be clothed with the power of government. The pragmatic solution for this was to adopt the Corporation form of public enterprise.

(1) Characteristics:

The principal features of the public corporation include:

- It is wholly owned by the state.
- It is generally created by or pursuant to a special law defining its powers, duties and immunities and prescribing the form of management and its relation to established departments and ministries.
- As a body corporate, it is a separate entity for legal purpose. It can sue and be sued, enter into contracts and acquire property in its own name. Corporations conducting business in their own names have been generally given greater freedom in making contracts and acquiring and disposing of property, than ordinary government department.
- Except for government appropriations to provide capital or to cover losses, a Public Corporation is usually independently financed. It obtains its funds from borrowing either from the Treasury of the public or from revenues derived from the sale of goods and services. It is authorised to use and reuse its revenues.
- It is generally exempted from most regulatory and prohibitory statutes applicable to expenditure of public funds.
- It is ordinarily not subject to the budget, accounting and audit laws, and procedures applicable to non-corporate agencies.
- In the majority of cases, employees of the Public Corporations are not civil servants, and are recruited and remunerated under terms and conditions which the corporation itself determines.

(2) Advantages:

A number of advantages are cited in favour of a Corporation form of enterprise. Chief among them include:

- Corporate form enables a concern to take a purely business and technical view protecting them from the play of political considerations.
- Public Corporations are endowed with considerable operational autonomy. Unlike the departmental concerns which have to depend on legislatures Public Corporations carry out the pre-determined goals with some freedom of action.
- Establishment of Public Corporations in key sectors like revenue-producing services, would greatly relieve them from bureaucratic delays especially in matters relating to purchase, accounting, constructions etc.,. Corporations are expected to evolve their administrative systems suitable to their flexible operations. Such corporations would also spare the legislatures of their valuable time from passing elaborate laws, rules, acts etc.,.
- Yet another noteworthy feature of a Corporate form of enterprise is prevalence of a reasonable system of rewards and punishments to achieve economy and efficiency.

(3) Disadvantages:

It must be said that Public Corporations have their own disadvantages. These include: (a) problem of determining the extent of responsibility towards legislatures, (b) protection of consumer's interests, and (c) problem of welfare measures for labourers etc.

16.3.3 Company Form

This type of enterprise popularly called the government company is regulated by the Companies Act. The term Government Company is an enterprise established under the ordinary company law of the country concerned in which the Government has a controlling interest through its ownership of all or some of the shares. The Companies Act of 1956 defined Government Company as that in which not less than fifty one (51) per cent of the paid-up capital is held by the Union Government or by any State Government or Governments or partly by Central Government and partly by one or more State Governments and includes a Company which is a subsidiary of a Government Company.

The shares of the Company are purchased in the name of the President on behalf of the Government of India. In no case, a Government Company is to be identified with the state and its employees cannot claim to be as Government servants. It is a form of mixed enterprise where public as well as Government are allowed to subscribe to its capital.

(1) Characteristics:

The characteristics of this form include:

- It has most of the features of a private limited company.
- The whole of the capital stock, or 51 per cent or over is owned by the government.
- All the directors, or a majority of them, are appointed by the government depending upon the extent to which private capital is participating in the enterprise.
- It is a body corporate, created under a general law i.e., Companies Act,
- It can sue and be sued, enter into contract, and acquire property in its own name.
- Unlike the Public Corporation it is created by an executive decision of the government without Parliament's specific approval. Its Articles of Association, though conforming to an Act, are drawn up and are revisable by the government.
- Its funds are obtained from the government and in some cases from private shareholders, and through revenues derived from the sale of its goods and services.
- It is generally exempt from the personnel, budget, accounting and audit laws and procedures applicable to government departments.
- Its employees, excluding the deputationists, are not civil servants.

(2) Advantages:

The main advantages of this type of enterprise include:

- The government may take over a private enterprise in an emergency to maintain a nationally important production or service, or when a private enterprise becomes unprofitable or insolvent due to financial or employment crisis. It happened in the case of the textile mills recently.
- The government may wish to launch an enterprise in collaboration with certain other interests, national or foreign. The Hindustan Steel Limited can be taken as an example.
- The government may wish to start an enterprise entirely by itself with the intention of transferring all or a part of it to the public or to certain private interests after a period of growth. Here we can take the example of Allyn Nissan, transferring it to Mahendra and Mahendra Co. Pvt. Ltd.

(3) Disadvantages

The Company form of public enterprise, is not without defects. The Company form does not owe enough responsibility to Government and Parliament. The use of the Company form

is mostly a mere fiction, as most of the functions are reserved to the government by the statute setting up the Company.

The Comptroller & Auditor General of India has described the practice of constituting state-owned enterprises as "a fraud on the Companies Act and on the Constitution".

However, the Company form is preferred to any other forms of public enterprises in India as well as in many other countries. The Companies Act under which these are registered has been equipped with special provision applicable to government companies particularly with reference to audit under the direction or advice of the Auditor General of the country. The Administrative Reforms Commission recommended that an Audit Board, under the supervision and control of the Comptroller and Auditor General of India is necessary to conduct a comprehensive appraisal of the working of the Government companies and corporations. An Audit Board was therefore set up in 1969.

16.3.4 Holding Company

If a company acquires a majority of shares in the ownership capital or is in a position to influence or control the management of the other company that is called a Holding company and the other company is its subsidiary. A Holding company, therefore, is a form of business organisation established for the purpose of combining other corporations/companies by owning controlling amount of their stock. The Steel Authority of India Ltd., The Coal India Ltd., and General Insurance Corporation of India are some of the examples of Holding companies.

As in the case of other forms, there are advantages and disadvantages in this form also. Let us first examine the advantages of this type of enterprise.

(1) Advantages

Some of the advantages of the Holding Company are: Under this form the subsidiary companies maintain separate identity; this form makes it possible to provide economics of large scale and the profits earned by the company will also be shared by the subsidiary company; it enables the Governments to exercise effective control; since the formation of holding company does not require any statutory formalities this type of enterprise can be easily established; this form of organisation takes the shape of Joint Hindu Family and in case of financial distress the holding company may provide financial help to its subsidiary or vice-versa; the formulation of uniform policies for subsidiary companies would enable to avoid competitive conditions and this form of enterprise affords promotion of good industrial relations and finally the risk in the industry can be effectively decentralized.

(2) Disadvantages

The Holding Company has its own demerits, which include: they lead situations of monopoly or near monopoly in a particular sphere; the industrial and economic power will be concentrated

in a few concerns; they conceal the losses: irregularities and shortcomings of its subsidiaries; there are possibilities of oppression of minority shareholders by the majority shareholders; inter-company transactions may affect the financial position of subsidiary companies; and finally this form increases the burden of management leading, sometimes, to inefficiency.

Check Your Progress - Exercise 2

1. What do you mean by public corporation?

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2. Explain the difference between Public Corporation and Government Company.

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3. The points of agreement and disagreement among the forms of public enterprises may be said to revolve around three major concepts. What are they?

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14.4 OPERATIONAL ISSUES

The major operational issues of the forms of public enterprises are relating to (1) accountability; (2) audit; and (3) personnel policies. Let us now discuss them in detail.

14.4.1 Accountability

The Government Departments are directly under the control of the Minister, and nothing can be considered as beyond his power of intervention. In the case of public enterprise adopting a Corporation or a Company form, the Minister's control has got to be stated either in the statute or through established conventions on a non-statutory basis. There is no problem with regard to the statutory areas of control and hence accountability; the conflict arises in the case of non-statutory control. It could be said that non-statutory control by the Minister and thus accountability, has grown up in somewhat a haphazard way in countries like India, where the government entering into business itself is at an infant stage. The concept of accountability to the Minister is bound to be in the process of development, for, both the government (i.e., the minister) and the enterprise are still in a formative stage. There is no clarity about the formal as well as informal control by the minister.

14.4.2 Audit

Audit is an instrument to ensure the accountability of public enterprises. Internal audit is an aid to management. External audit, that is audit by government auditors can be viewed under two headings, (1) Efficiency audit and (2) Financial audit. The efficiency audit is carried on to assure the public that a public enterprise is efficient. Internal audit is essentially financial in character, and is a management tool. The external audit, is also financial but is entrusted to qualified persons outside the enterprise and is not necessarily a fault - finding tool. The external audit may be taken to represent the requirement of social evaluation of the public enterprise operations.

14.4.3 Personnel

This is related to the problem of staffing. It includes recruitment, training, service conditions, labour relationships and day-to-day workers' participation in management. In many developing countries there is a bias for the application of the civil service rules to the autonomous enterprises. The enterprises adopt the essential provisions of the civil service codes in their own personal manner. This kind of blind adoption has created some sort of imbalances in the service conditions and regulations of the public enterprise employees. As a result, the personnel functions go by default.

Check Your Progress - Exercise 3

1. What do you mean by accountability?

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14.5 LIMITATIONS OF PUBLIC ENTERPRISES

Public Enterprises occupy prominent place in our country and they are regarded as occupying commanding heights of the economy. We have now over 200 Central Government public enterprises, of which one third are production oriented and the remaining are service oriented. Although they have made tremendous contributions in reducing economic imbalances and achieving social justice, these are not free from limitations. The important limitations are as follows:

- Lack of clear cut objectives, which conflict with each other. They also lack policy clarification on various matters.
- The shortage of skilled, experienced and competent personnel due to relatively lower salary conditions leading to the inefficient management of the enterprises.
- The autonomy of public enterprises has been curbed. This is mainly due to political interference in their day-to-day activities.
- The public enterprises do not believe in individual decisions. This leads to the delays in the decision making, which is essential for a business enterprise. In most cases the decisions are based on political, rather than economic considerations. The bureaucratic style of management leading to rigidity strictness, adherence to rules and regulations which is further leading to inefficient functioning of these enterprises.
- The management of these enterprises do not take keen interest in their working, because neither they have any incentive of regard nor fear of losing their job.
- There is a lack of concern about cost control, avoidance of waste, improvement of efficiency or increasing the capacity utilisation.
- The system of "Administered Pricing", (prices decided by the government) which is generally followed in public enterprises, leads to back-door taxation on the consumer.

Check Your Progress - Exercise 4

1. List out the important limitations of public enterprises.

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14.6 SUMMING UP

The objective of Independent India to establish socialistic pattern of society with planned economic development led the government to intervene in the economic activities of the country. The state intervention in economic and industrial activities, further, led to the establishment of several public enterprises catering to a wide range of basic, industrial and civic needs of the people and protecting the interests of the nation. All the major areas of economic activities of public interest are now carried on by the public enterprises. We have different forms of enterprises. The differences in forms arise due to nature and forms of business units, operational authority, financial autonomy and the extent of financial accountability. The form of organisation has an important bearing on the success of an enterprise. When we compare the performance of public enterprises with other private enterprises, naturally the public enterprises have certain demerits, but the performance of these public enterprises cannot be judged in terms of quantitative aspects. Their impact is more qualitative and there are no yard sticks to measure social change and economic equality brought out by the public enterprises.

14.7 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. By public enterprise it is meant the industrial, commercial and economic activities carried on by the central government or by a state government or jointly by the central government and state government and in each case either solely or in association with private enterprise, so long as it is managed by a self-contained management.
2. The main features of public enterprises are: (1) government ownership, (2) government control and management, (3) public accountability, (4) constituent of political and administrative structure, (the establishment and continuance of public enterprise is a political decision and its operations are controlled at strategic points by a system where the politicians have the final say), (5) public purpose, (6) wide coverage of activities, and (7) autonomous functioning.

Exercise 2

1. A public corporation is a corporate body created by Legislative Act with defined powers and functions and is financially independent having a clear cut jurisdiction over a specified area or a particular type of industrial or commercial activity.
2. The differences between public corporation and government company can be shown in the below mentioned table.

Basis of Comparison	Corporation	Company
1. Formation	By a special Act of Parliament or State Legislature	By an executive decision under Companies Act
2. Ownership	Wholly owned by the Government	At least 51% of Share capital is owned by the Government
3. Autonomy	Government does not interfere in day-to-day affairs	Sufficient autonomy
4. Public Accountability	Higher	High
5. Popularity in India	Relatively less Popular	Popular

3.

- (1) their accountability ;
- (2) their control ; and
- (3) their autonomy.

Exercise 3

1. The accountability of public enterprises implies rendering of accounts by the public enterprises to the public who own these enterprises. This involves giving information, accounts, reports and explanations about the past activities and sometimes future activities.

Exercise 4

The important limitations of Public Enterprises are:

1. Lack of clear cut objectives,

2. Unnecessary political intervention,
3. Shortage of skilled, experienced and competent personnel,
4. Delay in decision-making,
5. Bureaucratic style of functioning,
6. Weak employee - employer relations, and
7. Under utilization of plant capacity, etc.,

14.8 MODEL EXAMINATION QUESTIONS

I. Answer the following questions in about 30 lines.

1. Examine the need for state intervention in economic activities.
2. Discuss the different forms of public enterprises.
3. Point out the operational issues in the organisational pattern of public enterprises.
4. List out the important limitations of public sector undertakings.

II. Answer the following in about 15 lines each.

1. What do you mean by public enterprises?
2. Explain the advantages of departmental form of Public Enterprises.
3. Define Holding Company.
4. Accountability of public enterprises.

14.9 REFERENCE BOOKS

1. Laxminarayan : Public Enterprises in India, S.Chand & Company
New Delhi. 1987
2. Jagdish Prakash, : Administration of Public Enterprises in India.
M.B. Shukla & Himalaya Publishing House, Bombay.
Nageswar Rao

WRITER : Smt. SURYA KALADHAR

BLOCK - III

PERSONNEL AND FINANCIAL ADMINISTRATION

This Block deals with the management resources, namely personnel and financial. Units 15 to 20 study about recruitment to higher Civil Services, the recruiting agencies and the problems of personnel administration. Four units (21 to 24) deal with the meaning, importance, principles, types and preparation and enactment of budget. Also dealt with in these units are the Parliamentary financial committees like the PAC, the PEC, and the C and A.G.

UNIT - 15 : RECRUITMENT TO ALL INDIA SERVICES

Contents

- 15.0 Objectives
- 15.1 Introduction
- 15.2 The Concept of Merit
 - 15.2.1 Definition
 - 15.2.2 Problems of Identification
- 15.3 Mode of Selection
 - 15.3.1 Determining the Qualifications
 - 15.3.2 Examinations
 - 15.3.3 Interviews
 - 15.3.4 Performance or Demonstration
- 15.4 Recruitment Pattern for All India Services
 - 15.4.1 The New Scheme of Examination
 - 15.4.2 Probation System
- 15.5 Critical Analysis
- 15.6 Summing Up
- 15.7 Answers to Check Your Progress
- 15.8 Model Examination Questions
- 15.9 Reference Books

15.0 OBJECTIVES

This unit discusses the concept of merit and the recruitment pattern for All India Services. If you read this unit you would be able to :

- define the concept of merit,
- describe the procedure for the selection of candidates, and
- explain the scheme of examination for All India Services.

15.1 INTRODUCTION

Recruitment is the corner stone of the whole of personnel administration. The efficiency of the governmental machinery depends upon the recruitment policies. The recruitment policies aim at maintaining the standards of efficiency and providing equality among equals.

Recruitment is a process which is of great importance to any administrative system for it determines the calibre and efficiency of an organisation. Therefore, every public organisation should follow a sound recruitment policy for various positions in the organisation according to its requirements. "Merit system", the basis of which is recruitment of personnel through open competition, has evolved in the course of time. We shall discuss the concept of merit system in detail along with the problem of its identification.

Check Your Progress - Exercise 1

1. What is the aim of recruitment policies ?

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15.2 CONCEPT OF MERIT

The merit system is comparatively of recent origin. It was first introduced in India in the year 1854 progressively replacing the older recruitment policies viz., sale of offices, patronage system and the spoils system. The growth of democratic sentiment and the establishment of democratic principles in various national governments, hastened the evolution of merit system of recruitment. The merit system of recruitment is a positive policy to attract the best and the most suitable candidates for various posts in an organisation.

15.2.1 Definition

Merit system means a personnel system in which comparative merit or achievement governs each individual's selection and progress in the Service and in which the conditions and rewards of performance contribute to the competency and continuity of the service.

15.2.2 Problems of Identification

The first and foremost problem in the recruitment of personnel by merit is that of, determining the qualifications for each category of posts to be filled. In every country, in addition, some qualifications are laid down for entry into public service. These qualifications are of two types, (1) General (2) Special. The former include, citizenship, sex, domicile and age while in the latter, personal qualifications like experience and technical knowledge are included.

Check Your Progress - Exercise 2

1. When was merit system introduced in India ? Tick the correct answer.
 - a) 1854
 - b) 1954

15.3 MODE OF SELECTION

The selection of candidates to public services is done on the basis of their requisite qualifications and their performance in the written and oral examinations. Let us now examine these aspects in detail.

15.3.1 Determining the Qualifications

The main purpose of laying down the qualifications is to get the most competent men for the posts. Generally followed methods to determine the qualifications are :

- (a) Personal judgement of the appointing officer,
- (b) Certificates of ability, character and previous experience, and
- (c) Examinations-Competitive and non-competitive.

(a) Personal judgement of the appointing officer

This is one of the oldest methods followed. The personal judgement of the appointing officer is final in making selections. This system works out effectively when the number of appointments to be made is small and full attention can be paid to each of the appointees.

In actual practice, these conditions are very rarely met, as the number of appointments are often very large in size, not allowing the appointing officer to devote the necessary time. So, the appointing officer takes the help of certain expert bodies like the Public Service Commission. The Public Service Commission puts forth a panel of three to four names and one of them will be selected by the appointing officer with his experience on the job.

(b) Certificates of ability, character and previous experience

A preliminary estimate of the candidates capacity is made by going through the certificates of ability, character and previous experience. These certificates should show the true achievements of candidate, for producing useful results.

15.3.2 Examinations

The examinations are of two types

(a) Competitive and (b) Non-competitive.

the competitive examinations determine the relative positions of the candidates in order of merit, on the contrary, the non-competitive examinations determine the minimum standards required by a candidate.

The examinations are once again categorised into (a) Written (b) Oral (c) Performance/demonstration (d) Evaluation of education and experience. The details of each of the examinations is given below :

(i) Written examination

These are generally conducted to test general ability and the intellectual calibre of the candidates in the context of the duties to be performed on the job. In India, the United Kingdom and the United States of America these examinations are taken in some form or the other by the candidates appearing for higher civil services. Lord Macauley was the greatest supporter of this view.

The essay-answer type and the short-answer type are the two important testing criteria. The essay-answer type enables the examiners to judge the power of expression, logical analysis, and clarity of presentation of a particular problem.

The defects pointed out in this system are : (1) there is a lot of subjectivity in evaluation, and (2) it is quite costly as the examiners will have to be paid a high remuneration.

The short-answer type also called objective-type enables the examiner to judge the candidate's knowledge mostly through answers 'YES', or 'NO' or in one or two words, or in multiple choice. The merits of this system are : there is no scope for subjectivity in evaluation, and this system is quite economical as it is a mechanical type and is less-time consuming.

India and the United Kingdom have given greater preference to the essay answer type of competitive examination whereas the short answer type examination is preferred in the United States of America. Prof. Piffner has very well compared the two types of tests in these words "the written tests of to-day are almost extensively of the short-answer type with a preference simple choice questions. The essay or free answer questions are still used occasionally when

the field of competition is small, the preparation of a short answer test is uneconomical as the subject matter does not lend itself to short answer.

Forms of Written Tests :

Popularly Known as I.Q. Tests.

(a) Tests of general or special mental abilities, (b) Aptitude tests, (c) Achievement tests and (d) Personality tests.

15.3.3 Interviews / Oral Tests

The first use of interview device was made in England in 1909 to select the managers of the new labour exchanges. In England, after World War I the interview became established as part of the selection process for the administrative class. It was extended to other classes later on.

The initiative and presence of mind necessary for a successful administrator can be judged in an interview. In India for the I.A.S. and I.F.S., Viva-Voce carries 300 and 400 marks respectively. It carries 200 marks for the central services.

Types of Interviews

Interviews may be categorised under-five headings

- 1) The Selection Board Procedure which is not a supplement to the written examination.
- 2) A supplement to written examination to test the candidate's grasp of the subject.
- 3) the open competitive examination and an interview . (The marks in the written test and the interview are added)
- 4) The weeding interview which is conducted as preliminary screening test.
- 5) The group oral system which was invented by the Americans. A group of aspirants are given a topic for discussion under the close observation of the examiners.

The interview system is subjected to severe criticism, as it is subjective and solely depends upon the whims and fancies of the individuals in the interview board.

15.3.4 Performance or Demonstration

This is a device employed to recruit skilled personnel like stenographers, electricians, typists etc. This test may or may not be supplemented by a written test. The written test is used to test the knowledge of the candidate in technical terms i.e., theoretical knowledge.

15.3.5 Selection by Evaluation of Qualifications and Experience

This test is conducted to recruit the candidates to those posts where written examination is not suitable. The candidates are selected by an interview board. The qualifications and experience are taken into consideration along with the interview performance.

Check Your Progress- Exercise 3

1. List out the general qualifications laid down for recruitment.

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2. What are the methods generally followed for determining the qualifications of a candidate?

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3. What are the defects of written examination?

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4. List out the forms of written tests.

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- (v) the Preliminary examination is to serve as a screening test to select a limited number of candidates to appear for the Main examination. The marks obtained in the Preliminary examination will not be counted to determine the final order of merit. The number of candidates to be admitted for the Main examination will be above ten times the vacancies to be filled up.

Details of the examination : (For I.A.S., I.P.S., I.F.S., and other allied Services),

The Preliminary examination consists of two papers of objective type and carries a maximum of 450 marks as given below.

Paper - I : General Studies 150 marks.

Paper - II : One optional subject to be chosen from a list of 21 subjects carrying 300 marks. Both the question papers are of objective type questions. The question papers will be set both in Hindi and English. The course content of the syllabi for the optional subject is of the degree level. Each paper is of 2 hours duration.

The Main examination consists of two parts. The written examination and the interview.

Part - I : The written examination consists of 2 papers each carrying 300 marks (all conventional essay-type).

Paper - I : One of the Indian languages to be selected is included in the 8th Schedule of the Constitution. Language marks have only a qualifying status.

Paper - II : English

Paper - III & IV : General Studies.

Paper - V, VI, VII, VIII : Any two subjects are to be selected from the list of optional subjects. The optional subjects can be answered in the regional languages also.

Part - II : Interview Test is carried with 250 marks. The paper on Indian languages and English will be of matriculation or equivalent standard and will be of qualifying nature. The marks secured in these papers will not be counted for ranking.

The interview test is aimed at assessing the personality of the candidate for the service which consists of the intellectual qualities, social traits and the candidates interest in current affairs. The intellectual qualities are to be judged on mental alertness, balance of judgement, variety and depth of interest, ability for leadership, intellectual and moral integrity. Immediately after the interview the candidate would be required to write a 'resume' of the discussion in the interview. The candidate is given fifteen minutes time for this purpose.

The list of successful candidates arranged in order of merit is sent by the Union Public Service Commission (U.P.S.C) to the Ministry of Home Affairs. The first choice of selection is given to the Ministry of External Affairs and after it has chosen the quota for the foreign service, the Home Ministry chooses for the Indian Administrative Service (I.A.S.). Then comes the other departments in a fixed order, but while making the above selection, the preferences indicated by the candidates in their application forms are generally taken into account.

15.4.2 Probation System

Since it is not entirely possible to judge the merit of the candidates at the time of recruitment, the appointments at first would be made on provisional basis for a fixed period of time, which is referred to as probation. The probationary system has thus become an indispensable part of appointment process. The period of probation generally varies from 6 months to 2 years. At the end of this period the appointees will be made permanent, if their work is satisfactory. In cases where the appointees, work was found to be unsatisfactory, their appointments are liable to be terminated.

This probation system is essential, since no formal tests and interviews, however well devised and carefully conducted, will be perfect. The final test is the actual performance of the appointee, which is judged during his period of probation.

The probation system is generally practised all over the country in recruitments based on merit. In the case of All India Services also the probation system is followed, but the report of a candidate's actual performance during the probation period is submitted to the Union Public Service Commission (U.P.S.C.) in the matter of confirmation or otherwise of the appointments.

Check Your Progress-Exercise 4

1. What are the important features of the new scheme of examination for All India Services?

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15.5 CRITICAL ANALYSIS

Although our recruitment system has been very much appreciated because merit is given due consideration in selecting the candidates, certain exceptions to it exist. There are many appointments which are outside the merit system like the appointments of parliamentary secretaries, Governors, Lieutenant Governors, Chief Commissioners etc., which are mainly political appointments. This is also the case else where like in Britain, and the U.S.A.

Under Article 320 of the Constitution, the President and the Governors are empowered to exclude by regulation, from the purview of the Public Service Commissions or their respective jurisdiction, such posts as they think necessary.

There is a general feeling that the Government is inclined to declare more and more posts beyond the jurisdiction of the Public Service Commissions.

Such practices of recruitment outside selection by merit, might give rise to favouritism, nepotism and corruption. It is therefore desirable to keep such appointments to minimum and the Public Service Commissions should be the only medium through which the personnel should be recruited.

In our recruitment system a percentage of posts are reserved for certain special classes of people like the Scheduled Castes (S.C.) and Scheduled Tribes (S.T.). A separate list of order of merit for these candidates has to be put up to fill up the reserved posts. Because of this reservation policy for S.C.s, S.T.s, it is likely that at least in certain instances the personnel who do not score as high as others in open merit competition are recruited. The relaxation of upper age limit to which they (S.C.s and S.T.s) are entitled is also objectionable to many, since this is again not based on democratic principles. However, the constitution of India while guaranteeing 'equality of opportunity' in matters of public appointments, (Article 16-1) gives a general direction to the Union and State Governments in Article 335, to give special consideration to the members of the S.C.s, and S.T.s in the services consistent with the maintenance of efficiency in administration. This last provision means that the candidates from these classes should satisfy at least the minimum educational and other qualifications prescribed for different services. There is no fixed period of time stated in the Constitution for the continuation of this preferential treatment.

The government is expected to continue such treatment until these communities have made substantial progress and have reached a certain level of equality on par with the rest of the society, both educationally and economically.

The merit system of recruitment is sometimes restricted by giving due representation to various geographical parts of the country. India as a federation is faced with such problems as territorial or regional demands for representation in federal services. So far as linguistic consideration is involved, India with 15 different languages in different parts of the country has

to evolve its own regulations of recruitment. The position obtaining at present is that so far as the state civil servants are concerned, they have to pass a departmental examination in the official language (i.e. Hindi) or languages of the state concerned. Regarding the Union Government employees they must know Hindi and pass the departmental examination in it. Hindi has been adopted as the official language of the country by Article 343 of the Constitution. As regards the All India Services, the officers must pass a test in Hindi as well as the language of the state in which they are posted.

Another important point of criticism is about the conduct of examinations and interviews. Sometimes they are not upto date and not fully related to modern knowledge about administrative needs. The written examinations or the interview should be precisely directed to assess the subject of work and aptitude for the post to be filled up rather than completely assessing the candidate's general and overall knowledge in the subject concerned.

15.6 SUMMING UP

The recruitment policy in the Indian Public Services is based on the open merit competition which assures 'equality of opportunity' to all the citizens of the country. India, as a federation, is faced with problems of recruitment of services, peculiar to its own geographical and linguistic compartments within. All these considerations are given due weightage and importance in recruitment for public services. The reservations in recruitment to certain classes of people like SCs and STs were intended to bring up the economically and educationally backward communities on par with the other groups in India. When this is achieved, the gap between different socio-economic groups is expected to be narrowed, if not totally eliminated. This implicitly is the intention of the framers of the Indian Constitution and the policy followed by the government of India after Independence.

15.7 ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1

1. The recruitment policies are aimed at maintaining the standard of efficiency and providing equality among equals.

Exercise - 2

1. (a) 1854

Exercise - 3

1. The general qualifications laid down for recruitment are citizenship, sex, domicile and age.
2. Generally followed methods to determine the qualifications of a candidate are:

- (a) Personal judgement of the appointing officer.
 - (b) Certificates of ability, character and previous experience.
 - (c) Examinations - competitive and non-competitive.
3. The defects of written examination are
- (1) There is a lot of subjectivity in evaluation; and
 - (2) It is quite costly as the examiners are to be paid a high remuneration.
4. The forms of the written test are as follows:
- (a) tests of general or special mental abilities,
 - (b) Aptitude tests,
 - (c) Achievement tests, and
 - (d) personality tests.

Exercise - 4

1. The important features of the new scheme of examination for All India Services are as follows:
- (a) A single examination for IAS, IPS, IFS and other allied services.
 - (b) The examination is to be conducted in two stages -preliminary (Objective) and the main examination.

15.8 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

- 1. Critically examine the various methods of determining the qualifications to identify merit.
- 2. Discuss the recruitment pattern in India.
- 3. Write a short note on the concept of merit and mention the problems in identification of merit.
- 4. Mention the salient features of the recruitment pattern to All India Services.

II. Answer the following in about 15 lines each.

- 1. Explain the types of examinations

2. What is Probation system.
3. Merits and defects of essay answer type competitive examinations.
4. Define merit.

15.9 REFERENCE BOOKS

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2. Avasthi & Maheswari : Public Administration, Laxmi Narayan Agarwal, Agra 1984.
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BRAOU

UNIT - 16 : RECRUITMENT TO GROUP I AND GROUP II SERVICES AT THE STATE LEVEL

Contents

- 16.0 Objectives
- 16.1 Introduction
- 16.2 Classification of Services
- 16.3 Analytical Study of the Classification
 - 16.3.1 Group I Services
 - 16.3.2 Group II (A) Services
 - 16.3.3 Group II (B) Services
- 16.4 Critical Appraisal
- 16.5 Summing Up
- 16.6 Answers to Check Your Progress
- 16.7 Model Examination Questions
- 16.8 Reference Books

16.0 OBJECTIVES

The aim of this unit is to explain the methods of recruitment to Group I and Group II Services in Andhra Pradesh. At the end of this unit you would be able to:

- describe the classification of services,
- explain the method of recruitment, and
- assess the examination pattern.

16.1 INTRODUCTION

The recruitment to Group I services assumes great importance as the posts classified under this Group are of the cadre of the officers of the district level administration. The recruitment

to Group II services is mainly intended to draw the deserving candidates from the local area. The posts classified under this service form the base for the district administration as it is an important stage of the implementation of the programmes.

The services of the personnel engaged in the administration of the State are known as services. The personnel will be appointed and controlled by the State Government. The State Public Service Commission is entrusted with the duty of supplying candidates for the posts categorised into different groups under the control of the State Government and to guide the government on the matters of personnel administration. Though members of All India Services are involved in the State Administration they cannot be called State employees as their service conditions are governed by the Government of India.

Check Your Progress - Exercise 1

1. What is the difference between the members of All India Services and state Services ?

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16.2 CLASSIFICATION OF SERVICES

The State services are broadly classified into the groups of I, II, III, & IV. Each group is composed of different services which are under the purview of the State administration. The posts classified within the group usually will have the same status and represent the same level of administration. The following are the services under Group I and II.

Group -I Services

Name of the Service	Name of the Post
1. A.P. Survey and Land Records Service	Assistant Director, Survey and Land Records
2. A.P. Excise Service	Assistant Excise Superintendent
3. A.P. Treasury and Accounts Service	Assistant Treasury Officer/Assistant Accounts Officer.
4. A.P. Commercial Service	Commercial Tax Officer

5.	A.P. Civil Service (Executive Branch)	Deputy Collectors
6.	A.P. Jail Service	Deputy Superintendent of Jails
7.	A.P. Police Service	Deputy Superintendent of Police Category - II
8.	A.P. Cooperative Service	Deputy Registrar of Cooperative Societies
9.	A.P. Panchayat Service	District Panchayat Officer
10.	A.P. General Service	District Social Welfare Officer District Tribal Welfare Officer.
11.	A.P. Employment Service	District Employment Officer
12.	A.P. Fire Service	Divisional Fire Officer
13.	A.P. General Service	Lay Secretary and Treasurer-Grade-II
14.	A.P. Municipal Commissioner's Service	Municipal Commissioner-Grade-II
15.	A.P. Transport Service	Regional Transport Officer
16.	A.P. Registration Service	District Registrar.

Group II - (A) Services

	Name of the Service	Name of the Post
1.	A.P. Excise Subordinate Service	Excise Inspector
2.	A.P. General Subordinate Service	Assitant Labour Officer
3.	A.P. Municipal Commissioner's Subordinate Service	Municipal Commissioner-Grade-III
4.	A.P. Registration Subordinate Service	Reserve Sub-Registrar
5.	A.P. Ministerial Services	Senior Assitants in the Offices of Heads of Departments, Senior Assi- tant-Inspectors in H.R. & C.E. Department.

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| 6. | A.P. Treasury and Accounts
Subordinate service | Senior Assitants in the Directorate and
Heads of Departments. |
| 7. | A.P. Commercial Taxes Subordinate
Service | Assistant Commercial Tax Officer |
| 8. | A.P. Cooperative Subordinate
Service | Cooperative Sub-Registrars |
| 9. | A.P. Revenue Subordinate
Service | Probationary Deputy Tahsildars |
| 10. | A.P. Revenue Subordinate Service
Service | Probationary Revenue Inspectors |
| 11. | A.P. Police Subordinate Service | Sub-Inspector of Police |

Group-II (B) Services

- | | | |
|-----|---|-----------------------|
| 1. | A.P. Secretariat (Law,
Industries Dept. etc.,) | Asst. Section Officer |
| 2. | Dept. of Endowments | Senior Assistants |
| 3. | -do - | U.D Auditors |
| 4. | -do- | U.D.Accountants |
| 5. | -do- | Auditors |
| 6. | Offices of the Heads of Departments | Senior Auditors |
| 7. | A.P.Secretariat | Typist-cum-Assistant |
| 8. | Offices of the Heads of Departments | Junior Assistant |
| 9. | -do- | L.D. Accountant |
| 10. | -do- | Assistant Auditors |

Check Your Progress - Exercise 2

- I. Name some services from Group I.

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16.3 ANALYTICAL STUDY OF CLASSIFICATION

A detailed study of the classification of services reveals the following points .

1. The services mentioned above represent the subject of state administration.
2. These services are grouped bringing the posts of almost equal status into one group by the A.P. Public Service Commission for the sake of convenience to conduct the competitive examination and to fix up the other principles of recruitment uniformly.
3. The posts which have the same degree of administrative importance of responsibility and whose functions are almost at the same level of administration are brought into the same group.
4. The status of the posts included in the Groups from I to IV is in the descending order.
5. The posts having the same nature or type of functions are classified in one group.
6. The qualifications general and or technical or professional in nature, are stipulated by the A.P. State Public Service Commission for the individual groups having same standard.
7. The sole objective of the classification of services and identifying the posts in the groups concerned is to select the meritorious and deserving candidates for the respective posts on a competitive basis for appointment by the State Government.
8. The posts concerning the policy formulation and policy execution only are shown in the above groups. But there are good number of posts which are academic in the Government institutions of General, Technical and Professional education which are not shown in the classification of services, as these posts are not executive in nature . For instance the teaching posts of General Education Department from the A.P. Public Service Commission. In the same way the specialists posts in the technical and professional fields are not shown in the above classification.

16.3.1 Group I Services

The services classified under Group-I assume much importance in the administrative structure of the government. These are the priority services for the State Government as the All-India Services are, not for the Government of India. The State Public Service Commission regards the recruitment for these services as a prestigious one just as the Union Public Service Commission considers the recruitment for the I.A.S, and I.F.S. The Group-I services are state-wide in their character and usually they are of the cadre of Gazetted Officers. The posts identified in various services occupy the pivotal position at the district level of the state administration. The officers recruited to these posts will undertake the responsibility of the execution of Government orders

at the district level and they are the immediate subordinate officers to the collector who is the district administrator. Of course, the Deputy Superintendent of Police is an exception in this context as his immediate superior authority is the Superintendent of Police but not the Collector.

(i) Pattern of Examination

As these services assume greater administrative responsibility, the A.P Public Service Commission conducts a competitive examination of B.A (Hons.) standard to select the cream of the lot. The examination is two fold : written and oral. The written examination is conducted in two parts. The first part consists of paper-I i.e. General Studies and Mental Ability (Objective type). This is called the Preliminary Examination. The second part is known as Final or Main Examination. Those candidates who have secured the required minimum marks in the preliminary examination will be allowed to appear for the Main Examination. The Final Examination consists of the following papers.

(ii) Compulsory Subjects

1) Essay (English or Telugu), 2) General English

3) General Studies (Essay type), 4) Optional Subjects

Two optional subjects are required to be chosen from out of the 28 subjects representing various faculties stipulated by the A.P. Public Service Commission. Each optional subject consists of two papers. So, a candidate appearing for Group-I services examination has to answer one compulsory paper in the preliminary examination and three compulsory papers and four papers from the optional subjects in the main examination. The marks secured at the preliminary examination will also be counted for ranking. Each of these 8 papers carries 150 marks. The AP State Service Commission has stipulated minimum marks for different categories of candidates to declare them to have been qualified in the written examination. The candidates belonging to Scheduled Castes and Scheduled Tribes have to secure 360 marks; the candidates coming from the Listed Backward classes must secure 420 marks and all other candidates should obtain 480 marks, out of 1200 marks. Those who have secured less than the minimum marks are treated as unqualified.

(iii) Oral Examination

There will be another form of examination succeeding the written examination and it is called Oral Test or vivavoce conducted for those candidates who have qualified themselves in the written examination. The maximum marks allotted for the Oral Test are 300. The oral test is prescribed to examine their suitability, depth of their knowledge in their subjects and in the field of administration, their shrewdness in decision-making and their knowledge and awareness of the current problems of national and international importance. In short, it is a personality test. The commission will assess the personality of the candidate keeping the above factors in view and marks will be awarded to them based on their performance. The Oral Test is useful to have

the 'filtration' for the second time and to select the best out of the better candidates. The marks secured, by the candidates in the Preliminary and the Main Written Examinations and also in the Oral Test will be taken into consideration to decide whether they have qualified for appointment under Group-I services. Thus the maximum marks will be 1500 and the candidates belonging to Scheduled Castes and Scheduled Tribes; Listed Backward Classes and "others" should secure at least 450; 525 and 600 marks respectively to get themselves qualified for selection. The selection will be done in order of merit. Even if one passes through all these stages of selection, he cannot be issued the posting orders by the Government if his social behaviour, character and conduct are not good. In order to make sure that their life in the society bears no stigma, the Government will get the antecedents of the candidates verified confidentially through the police department. Such of those candidates whose antecedents are not satisfactory will not be accepted by the Government for appointment. Meanwhile the selected candidates must get themselves examined by a medical officer of a rank not lower than that of a Civil Surgeon and should produce a certificate issued by the Civil Surgeon to the effect that the candidates are healthy, mentally and bodily. The candidates who are declared unhealthy will not be considered by the Government for appointment. Finally the successful candidates should undergo training if prescribed after they are appointed.

(iv) Other Considerations

While according selections the Public Service Commission must satisfy the statutory reservations. For this purpose it allots the posts in each and every service of the Group-I, for the Scheduled Castes and Scheduled Tribes, and for the Listed Backward classes in the proportion of the percentage of reservations guaranteed in the Constitution. The candidates of these categories who could not compete with 'others' will be considered for selection under their respective category of reservation. As these reservations are guaranteed by the Constitution, they are known as statutory reservations. The State Government taking local conditions into consideration may provide by law the facility of reservations for those candidates who deserve special consideration in the recruitment to the specified and limited services of the State Government. They are called special Reservations. The physically handicapped candidates and women candidates are given facility of special reservation by the Government of Andhra Pradesh in some of its services under different groups without prejudice to the efficiency aspect of it. For instance the A.P. Police Service; A.P. Fire Service and the A.P. Excise Service cannot afford to have the physically Handicapped candidates in their task forces.

16.3.2 Group II-(A) Services

The 'Andhra Pradesh Subordinate Services' of all the departments are classified under Group-II. In view of the varying status among different posts under these services, the Group-II A and Group-II B services, the posts classified under Group II, III and IV come under the 'Local Cadres'. There are exceptions. For instance the post of Municipal Commissioner Grade III is a multi - Zone post. The rest of the posts are sanctioned Zone wise and filled up by the

candidates from the local area, as laid down in the Six-point Formula. As per this order, the State of Andhra Pradesh is divided into seven Zones as given below.

1. Srikakulam, Visakhapatnam and Vizianagaram districts Zone - I
2. East Godavari, West Godavari and Krishna districts Zone - II
3. Guntur, Prakasam and Nellore districts Zone - III
4. Chittoor, Cuddapah, Anantapur and Kurnool districts. Zone - IV
5. Adilabad, Karimnagar, Warangal and Khammam districts. Zone - V
6. Hyderabad (Rural), Ranga Reddy, Nizamabad, Mahboobnagar, Medak and Nalgonda districts Zone - VI
7. City of Hyderabad Zone - VII

The competitive examination conducted for the recruitment of Group-II service will be of B.A. standard. The candidates must at least be the Bachelor Degree holders. In the case of Scheduled Caste and Scheduled Tribe candidates who apply for the posts of Sub-Inspector of police in the A.P.Police Subordinate Service, a pass in P.U.C. or Intermediate of a recognised institution is the minimum qualification. The conditions of minimum and preferential academic qualifications warranted for each and every post under Group-II will be specified and the maximum upper age limit admissible for different categories of candidates in respect of each post under various services also will be given in detail. The physically handicapped candidates will be barred from applying for the posts like Sub-Inspector of Police.

(i) Examination pattern

The competitive examination will be conducted on the same lines as the examination conducted for the Group-I services. The examination will consist of (a) written examination and (b) Interview. The written examination will be in two parts. The first is called the preliminary examination consisting of the first paper i.e. General studies and Mental Ability (Objective type) test. This is also popularly known as 'Screening Test'. Those who are declared qualified in this examination will be admitted to appear for the second part (Main) of the written examination. However the number of qualified candidates to be admitted to the Main Examination will be limited to about ten times the total approximate number of vacancies to be filled. The marks secured at the preliminary will be counted for ranking and the maximum marks for the examination are

100. The Main Examination comprises of three compulsory papers and two optional papers to be chosen by the candidates from out of 20 subjects listed by the Public Service Commission representing almost all the faculties. We now discuss the scheme of examination.

1. Language Proficiency (English or Telugu) -- 100 marks (Compulsory)
2. Essay (English or Telugu) — 100 marks (Compulsory)
3. Problems of Contemporary Indian Society -- 100 marks
4. Two optional subjects — 100 marks each.

(ii) Some Relaxations

Only those candidates who secure the minimum of 30 percent in the case of S.C and S.T and Physically handicapped Candidates; 35 percent in the case of Listed Backward class candidates; and 40 percent marks in the written examination in the case of "others" will be considered for oral test. The Service Commission decides the number of qualified candidates to be presented for the oral test which will carry 100 maximum marks. Those who have qualified themselves in the Main Examination will be called for the oral test in certain proportion to the number of vacancies existing for the different posts. The candidates facing the oral test will be accorded ranks based on the marks secured by them in the preliminary and main examinations and in the Oral test. The minimum qualifying marks for selection are 210 for S.C., S.T and Physically Handicapped candidates; 245 for Listed Backward Class candidates and 280 for 'others' out of 700 marks. The commission has to follow the statutory reservations and special reservations if any, taking the zone as a unit and then finalise the selections. The candidates selected by the Service Commission will be appointed by the Government after the antecedents are verified and after it is confirmed in the Medical examination that the candidates are healthy. They should after appointment, undergo such training and pass such tests as may be prescribed for them from time to time for further promotions.

16.3.3 Group II - (B) Services

The posts classified under these services are lower in status and responsibility than those that are classified under Group - II A services. The posts are required for the Secretariat and the Offices of the Heads of Departments to carry on the administrative work at the level of the sections. The principles of recruitment are one and the same for both the services under Group - II A and Group - II B. As the posts classified under Group - II B are lower in status, the scheme of examination is very brief. It consists of only one part and there is no oral test. The written examination consists of three papers and each paper carries 100 marks. The scheme of examination is not uniform for all the posts classified under Group-II B. For instance, as given elsewhere the candidates who have applied for the posts under serial numbers 1 to 6 have to answer all the papers in the scheme while those applying for the posts under serial number 7 to 10 have to answer only the First and the Second papers of the scheme. The scheme of

examination is as follows:

1. First Paper - General Studies - 100 marks
(With special reference to the History of Andhra Pradesh)
2. Second Paper - Secretarial Ability - 100 marks
(Mental Ability, Logical reasoning etc.)
3. Third Paper - General Studies - 100 marks
(Current affairs of National importance;
Popular science and technology
salient features of Indian Constituion etc.)

Check your progress - Exercise 3

1. What are the posts excluded from the grouping of services?

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2. Group I services are of the cadre of

- (a) Gazetted Officers
- (b) Non- Gazetted Officers
- (c) Both

3. The written examination for Group - I is conducted in two parts. They are?

- (a) Preliminary and main examinations
- (b) Written and Viva-Voce
- (c) None of the above.

4. The marks secured at the preliminary examination will also be counted for ranking.

- (i) Yes
- (ii) No

5. The stipulated minimum marks for different categories of candidates to declare them to have been qualified in the written examination are

- | | |
|--------------------------------|------------------|
| (a) S.C. and S.T. Candidates | — () |
| (b) Listed Backward Candidates | — () |
| (c) Other candidates | — () |

16.4 CRITICAL APPRAISAL

The Government of Andhra Pradesh have to send requisitions regularly at periodical intervals to the A.P. Public Service Commission informing the position of vacancies for various posts falling under different groups of services, so that the A.P. Public Service Commission may conduct the competitive examinations at regular intervals and recommend suitable candidates to the Government. The failure to do so on the part of the Government leads to the Following problems.

- i) It affects the normal and efficient functioning of the administration as the vacant posts may not be filled up in time.
- ii) The Government, in order to meet the stress of work may resort to filling up the vacancies through temporary appointments for the posts falling under Groups II-B, III and IV and the teaching posts of superior service and also regularise their services by a cabinet decision. Consequently this results in back-door entry into Government service and at the sametime overstepping into the area of the Public-Service Commission. Viewed strictly it is unconstitutional.
- iii) The failure in conducting the recruitment at regular intervals results in making the deserving candidates overaged for certain categories of superior services and there by it causes damage to the prospects of the promising youth and deprives administration of having the benefit of brilliant candidates in the State Civil Services.

16.5 SUMMING UP

Group I and Group II services are known as provincial services. The personnel of these services are appointed and controlled by the state Government. They are recruited by the State Service Commission. Group I services are of the cadre of the district level administration. some of the posts under Group I services are - commercial Tax Officer, Deputy Collector , District Employment Officer, District Registrar, District Panchayat Officer. Excise Inspector, Co-operative Sub-Registrar, Sub-Inspector of Police, UDC come under the Group II services. While the Group I services are 'gazetted' the Group II services are called as non-gazetted services.

In the light of the above observations it is essential to lay down the condition that the recruitment is to be done only by the Public Service Commission and the Government must intimate the vacancy position at regular intervals to the In the light of the above observation it is essential to lay down the condition that the recruitment is to be done only by the Public Service Commission and the Government must intimate the vacancy position at regular intervals to the Public Service Commission without fail. The cabinet should refrain itself from taking decisions of regularising the services of the temporary personnel appointed purely under emergency provisions. It should be laid down that A.P. Public Service Commission has to supply the meritorious candidates without any loss of time in the interest of an efficient State Administration. Every care is to be taken that there should be a higher degree of coordination between the State Government and the A.P. Public Service Commission.

16.6 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. The service conditions of the members of All India Services are governed by the Government of India. They are recruited by the UPSC. They are appointed by the Central government. Where as the state employees are recruited by the State Public Service Commission and their service conditions are governed by the state Government. They are appointed and controlled by the State Government.

Exercise 2

1. The total number of services in Group 3 is 16. Of the in some of the services known very much to the public are A.P. Civil Services (Deputy Collectors), A.P. Commercial Service (Commercial Tax Officer), A.P. Police Service (Deputy Superintendent of Police).

Exercise 3

1. The posts which are academic in nature are excluded from the grouping of services. Similarly, the posts of specialists in the professional and technical fields are not shown in the classification.
2. (a) Gazetted Officer
3. (a) Preliminary and Main Examinations
4. (a) Yes
5. (a) 360 marks or 30%
(b) 420 marks or 35%
(c) 480 marks or 40%

16.7 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines.

1. Describe the classification of state services.
2. Briefly outline the recruitment pattern followed for the Group I services.
3. Why are the Group II services sanctioned zone wise? Mention the zones.
4. Why do the temporary appointments to posts in Group II, III and IV arise and what are the consequences?

II. Write a short note on the following in about 15 lines each.

1. Reservation in services for the handicapped and women
2. Statutory reservations
3. Critically examine the working of state Public Service Commission.
4. Explain the pattern of examination for Group-II B Services.

16.8 REFERENCE BOOKS

1. S.R. Maheshwari : Indian Administration, Orient Longman, New Delhi 1989,
2. M.A. Aleem & Mrs. Shameem Aleem : State Administration in Andhra Pradesh, Allied Publishers, New Delhi - 1985.

WRITER : T.V. NARASIMHA RAO

UNIT - 17 : UNION PUBLIC SERVICE COMMISSION

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- 17.0 Objectives
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17.0 OBJECTIVES

This unit aims at discussing the organisation, functions and importance of UPSC. At the end of this unit you would be able to:

- explain its constitutional background,
- describe its organisational structure,
- portray its role in recruitment, and
- estimate its functioning.

17. 1 INTRODUCTION

The origin of the Public Service Commission may be traced to the Indian Constitutional reforms of 1919 : "In most of the dominions where responsible governments have been established, the need has been felt for protecting the public services from political influence through the establishment of some permanent office particularly charged with the regulation of service matters. Accordingly a provision has been made for its institution in the Constitution. The Commission should be appointed by the Secretary of State and its powers and duties regulated by statutory rules to be framed by the same authority. This concept of Public Service Commission found more or less concrete shape in the Government of India Act, 1919. Further the institution of the public service commission on the soil of India was established with a view to recruiting Indians to the Public Service and this was part of the declared policy of the Parliament to provide for the increasing association of Indians in every branch of Indian Administration, and for gradual development of self-governing institutions.

The Lee Commission appointed in 1926 recommended the establishment of the Public Service Commission "as one of the cardinal features", in its report "and as forming integral and essential part of the whole structure" of its "proposals for the future of services". The procedure for the conduct of the internal business of the Commission was laid down in a set of rules called the public Service Commission Rules by the Secretary of the State-in-Council which were published for general information in 1926. In the same year the Public Service Commission took over the functions of the Staff Selection Board and decided that the title "Staff Selection Board" should be abandoned and that the work should be carried out by the ministerial selection branch of the Public Service Commission.

The functions of the Public Service Commission were sought to be improved upon and crystalized in the White Paper containing the proposals for Indian Constitutional Reforms. These proposals emerged finally in the form of Section 266 of the Government of India Act, 1935. When the Act came into force in 1937, the Public Service Commission was renamed as Federal Public Service Commission.

Check Your Progress - Exercise 1

1. Name the Commission that recommended the establishment of the Public Service Commission.

(a) Sarkaria Commission

(b) Viscount Lee Commission

(c) Appleby Commission

17.2 ORGANISATION

The traditions of the British Civil Service Commission during the pre-Republic period, continue to exercise considerable influence on the operations of the Union Public Service Commission. But unlike its predecessors, it enjoys more latitude and freedom in the conduct of its business. The Secretary of the State and Governor-General framed rules for the conduct of the business of the Commission under the Government of India Act, 1919 and Government of India Act, 1935, respectively. But now the U.P.S.C. frames its own rules.

The Chairman is the head of the organization. No extraordinary functions have been assigned by the Constitution to the Chairman. He presides over the meetings of the Commission when it sits as a body and exercises the normal functions of the Chairman of the meeting. While every question is determined by a majority of vote of the members present and voting, the Chairman has a second or casting vote when the division of votes is equal.

The Commission functions mostly through Committees. The Committees communicate all their decisions to the Chairman before any action is taken there on. The Chairman is there to direct whether such conclusions should be referred to a meeting of the Commission for further consideration and decision. This provision is to save time by limiting the number of cases which come before the full Commission. In the internal administration of the Commission the Chairman acts as head of the department and the Secretary, as the head of the office. Thus, appointments of the superior Secretariat staff are made by the Chairman, while those in the lower grades are made by the Secretary. All the decisions of the Commission are recorded by the Secretary and communicated by him on behalf of the Commission to out-side agencies.

A distinctive feature of the transaction of the day-to-day business of the Commission is that it does not delegate its functions to the officers of its Secretariat. Cases which involve the exercise of discretion are disposed of either by the Commission or by individual members.

According to Article 315, subject to the Provisions of the Article, there shall be a Public Service Commission for the Union and a Public Service Commission for each State. Two or more States may agree that there shall 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, Parliament may by law provide for the appointment of a Joint State Public Service Commission to serve the needs of those states. Article 316 empowers the President of India to appoint the Chairman and other members of the Commission. However, the Constitution did not prescribe the size of the membership of the Commission. Normally the U.P.S.C. consists of 6 to 8 members.

17.2.1 Composition

The number of members constituting the Union Public Service Commission or a Joint Public Service Commission and the conditions of their service are determined by the President of India and in the case of the State Service Commissions by the Governor of the State concerned. It has been further provided that one half of the members of the Commission, Union or State, must have held office for at least ten years either under the Government of India or the Government of a State. If the office of the Chairman of the Commission becomes vacant, the functions have to be performed by one of the members of the Commission as the President may appoint for the purpose.

17.2.2 Tenure

A member of the U.P.S.C. holds office for a term of six years or until he attains the age of 65 years whichever is earlier. The constitutional provisions in regard to the principle of the limited term of office of members of Public Service Commissions may be summed up as follows:

- 1) A member of the Commission is ineligible for retention in his office on the expiration of his term of office.
- 2) A member of the Commission is not eligible for further employment either under the Government of India or the Government of State except that :
 - (i) the Chairman of State Commission is permitted to be the Chairman or member of the Union Commission, or the Chairman of any other State Commission ;
 - (ii) A member other than the Chairman of the Union Commission, is eligible for appointment as the Chairman of the Union Commission or as the Chairman of a State Commission : and
 - (iii) A member other than the Chairman of a State Commission, is eligible for appointment as the Chairman of that Commission or as the member of Union Commission or as the Chairman of that or any other State Commission

17.2.3 Removal and suspension

Elaborate legal provisions are made to secure the independence of the members of the Commission not only by keeping them free from any hope of further executive patronage, but also by providing security of tenure. The Constitution of India has envisaged two circumstances when a member of the Commission ceases to hold office, apart from his right of resignation. In the first case the initiative lies with the President to take steps for his removal, while in the second, the member ceases to hold office by automatic disqualification. Under the first arrangement, a member of the Commission is removable from office by order of the President on proof of misbehaviour. The Supreme Court on a reference by the President will hold an enquiry in accordance with prescribed procedures. Orders are not issued by the President for a member's removal unless the Supreme Court reports that he ought to be removed on ground of misbehaviour, The President may however, suspend a member of the Commission in respect of whom a reference has been made to the Supreme Court until he has passed orders following the receipt of the Court's reports.

The Constitution also deals with four conditions of automatic disqualification :

- (i) Adjudged insolvency;
- (ii) engagement in any other employment;
- (iii) infirmity of mind or body ; and
- (iv) If the Chairman or any other member of a Public Service Commission is or becomes in any way concerned or interested in any contract or agreement made by or on behalf of the Government of India or the Government of a State or participates in any way in the profit thereof or in any benefit or emolument arising there from otherwise than as a member and in common with the other members of an incorporated Company he shall be deemed to be guilty of misbehaviour.

In these circumstances formal orders for removal from office are issued by the President when in his opinion, the member is found unfit to continue in office.

17.2.4 Service Conditions

As stated in the first annual report of the U.P.S.C. the Constitution has left the freedom to the President to prescribe the conditions of service of the members of the U.P.S.C. such as salary, travelling allowances and leave rules etc. The Constitution is clear about certain conditions of service of a member during his tenure in the sense that the conditions of service shall not be varied to his disadvantage after his appointment. This is a definite improvement over the Government of India Act, 1935.

Earlier to 1964, the U.P.S.C. members were not paid any pension. However there has been

provision for the protection of the pension and provident fund rights of the members who were in government service before their appointment to the Commission. Since 1964, members who were not in government service at the time of their appointment are also entitled to pension benefits as prescribed under the U.P.S.C. Regulations amended in 1964 with retrospective effect. Also, they lay down the conditions as to when a member would not be entitled to pension. No pension is payable to a member who has not completed three years of service or who has been removed from office as a member.

Pay and other conditions of service of members are important not only in attracting the men of the highest calibre but also in securing independence and impartiality in the discharge of their duties.

The expenses of the Union or State Public Service Commission including salaries, allowances and pensions payable to the members shall be charged on the Consolidated Fund of India.

Check Your Progress - Exercise 2

1. Name the source of authority from which the Public Service commission draws its powers in the pre-independent period.
 - (a) the Constitution
 - (b) the Secretary of the States
 - (c) the Viceroy
2. What do you mean by casting vote?

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3. Who presides over the meetings of the Public Service Commission?
 - (a) the Chairman
 - (b) the Secretary
 - (c) the Commissioner

4. Indicate the Article which explains the Constitutional Provisions of Public Service Commission.
 - (a) Article 314
 - (b) Article 315
 - (c) Article 316
5. Name the authority who appoints Chairman and members of Union Public Service Commission.
 - (a) the President
 - (b) the Prime Minister
 - (c) the Chief Justice
6. List out the conditions of automatic disqualification of the Chairman and the members of UPSC.
7. Find out the sources of income to meet the expenses of UPSC.
 - (a) Contingency fund of India
 - (b) Consolidated Fund of India
 - (c) Grants-in-Aid

17.3 INDEPENDENCE

The Public Service Commission is a statutory body provided for by the Constitution of India. In order to emphasise and ensure the independence of the Commission;

1. The Constitution debar Chairman from further employment either under the Government of India or the Government of a State. A member other than the Chairman of the Union Commission, however, eligible for appointment as Chairman in that Commission or of a State Public Service Commission, but for no other government employment.
2. The Constitution provides that the Chairman or a member of the Commission can be removed from office by an order of the President on the ground of misbehaviour, only after receiving the Supreme court's affirmation.

Check Your Progress - Exercise 3

1. The legal authority to remove the Chairman and the members of UPSC is
 - (a) The President of India
 - (b) The Prime Minister
 - (c) The Chief Justice of India

17.4 CONSTITUTIONAL POSITION

There are certain constitutional and theoretical bases for the functioning of the Union Public Service Commission. But its statutory position combined with the Executive's adherence to the original objective of creating a Public Service Commission for independent and impartial matters of service conditions has made it somewhat difficult to define its place within any systematic theory about the organisation of the national government. Its position in the general structure of the national government is peculiar. The services at the centre are under the remote constitutional control of Parliament. The President of India is charged with their management. But in reality all powers in respect of their management have been distributed between the Cabinet and other constitutional agencies like the U.P.S.C., Selection Boards etc.

The U.P.S.C. occupies a unique position among the personnel agencies. It is no accident that the provisions dealing with the U.P.S.C. have been laid down in a separate chapter of the Constitution. But the member of the Commission, however, can hardly escape attaching some significance to the fact that their number can be varied by the President and the complexion of the Commission thereby is determined by him. It is also at the instance of the President that Parliament may reduce the scope of the Commission's functions. Moreover a major part of the Commission's work comes to it from the Executive. Thus Parliament may modify any Constitutional provision with the approval of a simple majority of those present and voting. All regulations issued by the President specifying matters to be excluded from the purview of the Commission are required to be laid before Parliament for its approval. In addition, Parliament provides for the exercise of additional functions by the Commission. This does not require prior formal sanction of the Executive as it was a legal necessity under the Government of India Act, 1935. Also, it is the ultimate recipient of the Commission's Annual Reports.

All this suggests that the U.P.S.C. has been provided with constitutional safeguards to guarantee its independent and impartial status. In other words, an effort is made to investigate as to how far the need for independent consideration of service problems is balanced with the ultimate responsibility of the Executive for the management of the Public services.

Check Your Progress - Exercise 4

1. Name the authority that is authorised to change or modify any of the constitutional provisions of the UPSC.
 - (a) The President
 - (b) The parliament
 - (c) The Prime Minister

17.5. FUNCTIONS

The functions of the U.P.S.C. are more or less similar to those of the Federal Public Service Commission of the British India.

17.5.1 Sources of Functions

Clause 1 of Article 320 requires the Commission to conduct the examinations for appointments to the services of the Union. Clause 2 enjoins that it will, if requested by any two or more states, assist these states in framing and operating the schemes of joint recruitment for any services for which candidates possessing special qualifications are required. Clause 3 requires the commission to tender advice on matters referred to it by the President.

Besides the Constitution of India the other sources from which the U.P.S.C. derives its functions are ;

- (i) legislative enactments;
- (ii) rules and regulations and executive orders; and
- (iii) conventions.

Parliament may pass legislations extending the functions of the U.P.S.C. as regards the services of the Union or the States. Through an Act, Parliament may also provide for the exercise of additional functions by the Commission in respect of the services of any local authority or other corporate body constituted by law or any public institution. The President may define from time to time through regulations, the matters in which the Commission need not be consulted. Executive references may be made with a view to associating the Commission with service matters.

17.5.2 Types of Functions

The functions of the U.P.S.C. fall into three main categories. They may be named as executive, regulatory and quasi-judicial.

- (i) **Executive** : Subject to the U.P.S.C. regulations, the Commission is primarily responsible for making selections to those public positions which are created or fall vacant from time to time. The Commission conducts an open competition with a view to securing the best available candidates for the public services. It advertises all over India such vacancies as are intimated by the government and selects suitable candidates through competitive examinations held in the various centres. It also establishes the order of merit of selected candidates.

In relation to its own Office Secretariat the Commission exercises certain executive powers. The Chairman of U.P.S.C. selects and appoints the senior officers of the Secretariat i.e., Secretary, Deputy Secretaries and Under Secretaries. He may make certain permanent and temporary appointments in the office subject to budgetary provisions.

- (ii) **Regulatory** : The regulatory and quasi-judicial functions are of an advisory nature. The Commission tenders advice on matters relating to (i) the method of recruitment, and (ii) the principles to be followed in making appointments, promotions and transfers from one service to another and the suitability of candidates for such appointments, promotions or transfers. Thus the Commission assists the ministries and the departments in framing the recruitment rules, drawing up lists having regard to duties. This involves determining the qualifications, the age and experience requirements and the methods of recruitment.
- (iii) **Quasi-Judicial** : The Commission has been accorded a status close to the judiciary as its functions involve the exercise of judicial discretion in certain matters. Thus it advises on :
- (a) all disciplinary matters affecting civil servants working under the Government of India including petitions relating to such matters ;
 - (b) any claims by an officer that government should bear the cost of his defence in legal proceedings instituted against him in respect of acts done in his official capacity ; and
 - (c) any claims in regard to pension in respect of injuries sustained by a servant while serving the government and any question as to the amount of any such award.

Technically speaking the Public Service Commissions are only advisory bodies. Their advice may or may not be accepted by the President or the Governor as the case may be.

Check Your progress - Exercise 5

1. Mention the main sources of the functions of UPSC.

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2. Indicate the nature of 'Regulatory' and 'Quasi-Judicial' functions of UPSC.

(a) Mandatory

(b) Advisory

17.6 ANNUAL REPORT OF THE COMMISSION

It is the duty of the Union Public Service Commission to present annually to the President a report, as to the work done by the Commission on receipt of such report the President places a copy thereof together with a memorandum explaining the cases, if any, where the advice of the Commission was not accepted on the table of the Parliament. In such cases, the reasons for non-acceptance should be laid before each house of Parliament.

The U.P.S.C.'s reporting is in keeping with a standard practice in supervision. It fulfils the requirement of operating units and the advisory bodies to submit periodic or special reports about their activities. Its reports by and large serve two important objectives of administrative reporting, as an instrument of management and as a democratic device. The first seems to have a direct bearing on the Commission's relationship with the President. Thus the Commission's Reports seek to ensure free and systematic flow of information about certain important service matters to aid the President in effective policy formulation, execution and co-ordination. Without such reports the President and the political officers of the government would be working in the dark, making uninformed decisions, The Constitutional requirement of the Commission's submission of its Annual report to the President is the only realisation that it is a component part of a single administration and that its activities together with those of the operating agencies are interrelated.

The Report as a democratic device, seeks to ensure the Commission's responsibility to the Parliament and to the citizens in view of their ultimate discussion in the Parliament and the resultant publicity. While the Commission gives a general survey of its work in its reports it deals at length, with those cases in which its advice was not accepted. It mentions cases of irregular appointments. Parliamentary discussion in this respect, serves as a useful safety valve and even more as a convenient medium through which the official answers to complaints are disseminated.

Check Your Progress - Exercise 6

1. Explain the main purposes of the Annual Report of the UPSC.

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17.7 SECRETARIAT OF THE COMMISSION

In its day-to day work in the discharge of its statutory responsibilities, it deals directly with the different ministries and departments of the Government of India. The Commission has no attached offices under it. The Secretariat of the U.P.S.C. is headed by a Secretary belonging to the I.A.S. Cadre. there are also some Deputy Secretaries, Under Secretaries etc. In addition to the branches dealing with house-keeping functions, the office of the Commission is organised into the following branches :

- (1) Examination branch :
- (2) Recruitment branch .
- (3) Appointment branch :
- (4) Service branch ; and
- (5) Confidential branch.

17.8 LIMITATIONS OF THE COMMISSION

Limitations have been imposed on the U.P.S.C. in two directions:

- (i) reservations in appointments ;
- (ii) exclusion of posts or services from the purview of the Commission through regulations made by the President with the approval of the Parliament.

Article 16 confers on all citizens the right to equality of opportunity in matters of public employment. Thus the U.P.S.C. as a recruiting and advisory body in all service matters, is governed by the principle of open competition and it also permits the government of India to make provision for the reservation of appointments or posts in favour of any class of citizens, without reference to the Commission.

Article 335 provides another limitation on the Commission. This Article requires the government of India to take into consideration the claims of the members of the Scheduled Castes and the Scheduled Tribes, consistent with the maintenance of efficiency of administration in the making of appointments. However, once the conditions are laid down about the manner in which their claims may be met, the Commission enjoys full freedom in applying the usual tests and standards for selection. Under Article 320 of the Constitution the President is empowered to make regulations excluding certain matters from its purview after consulting the Commission. The Consultation Regulations passed in 1937 under the Government of India Act, 1935, were modified and adopted in the wake of Independence. These Regulations have virtually remained in effect to date, although they were renamed as the Union Public Service Commission Regulations, 1958.

The scope of the Commission's operation has been limited by the President in a number of ways. These orders apply not only to non-competitive posts and services, but also to certain posts for which the Commission may hold competitive examinations. There are also certain ancillary orders relating to disciplinary cases, which have been outside the purview of the Commission.

According to Regulation 5, it is not necessary to consult the Commission in regard to the making of any order in any disciplinary case other than those specified. The penalties which are listed in the Central Civil Services Rules are of a severe nature and therefore, in the interest of justice they can be imposed only in consultation with an independent statutory agency of a semi-judicial character.

Check Your Progress - Exercise 4

1. Explain the major limitations imposed on the U.P.S.C

17.9 CRITICAL APPRAISAL

An overall view of the functions of the U.P.S.C. indicates that excluding those relating to recruitment; all its functions are advisory and quasi-judicial. Except in the field of recruitment, the Commission has no positive authority in matters of personnel administration like classification of posts, rating of efficiency, and hearing of appeals. At present, it is one of the agencies for dealing with personnel problems along with the other ministries. In order to justify its existence as a central personnel agency, it must be given the status of a complete personnel agency.

As the President is empowered to make regulations specifying the matters in which it shall not be necessary to consult the U.P.S.C., it is clear that the exact scope of the Commission's functions is really decided by the executive.

The U.P.S.C. draws its staff from among the staff of the Union Ministries and this has prevented adequate professionalisation of the Commission's functions. The Commission is still following the obsolete system of conducting examinations for selections to the various posts. Even in regard to the adhoc posts, positive methods of recruitment are not generally followed. The Commission must have its own staff to enable it to develop the requisite expertise.

The Ministries rush to the U.P.S.C. in the last minute for crash recruitment programme. By the time the final selection is made, it will be one year after the recruitment needs are intimated to the U.P.S.C. For this, there must be sufficient man-power planning so that the U.P.S.C. can take effective steps for advance action. The U.P.S.C. must also keep close liaison with the Universities and institutes of higher learning to attract suitable candidates for various adhoc posts and to devise the examination system according to the changing pattern of education.

It has been observed that some of the States ignore the recommendations of the Service Commissions. Their recommendations are turned down without any justification or ground. It is essential that if people have to put faith in the public servants there should be no political interference in the appointments and working of the public service commission. The Commissions should also set an example by acting in an impartial and efficient manner. It is imperative that only men and women of proven integrity and high calibre should be appointed as Chairman and members of the Public Service Commission. The public servants can work efficiently and with integrity, if they know that an honest Public Service Commission is there to protect their interests.

Check Your Progress - Exercise 8

1. Explain the main criticism on the working of UPSC.

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17.10 SUMMING UP

The Union Public Service Commission is the custodian of merit system in India. It is a Constitutional authority. It is an autonomous body. Every possible care has been taken to protect its independence. The members of the UPSC are appointed by the President of India

and are removable from office on the basis of a report by the Supreme Court on grounds of misbehaviour. The Commission is required to submit an annual report to the President of India on its working. A copy of such report has to be placed by President on the floor of the Parliament. At present, it is one of the personnel agencies, but not 'the' personnel agency. The Government is at liberty to turn down the recommendations of the Commission, but such an unacceptance should be explained.

17.11 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. (b) Lee Commission
2. (b) 1937

Exercise 2

1. (b) The Secretary of the State
2. In simple terms 'casting vote' refers to the vote which decides the final decision of a sitting body. We have seen that every decision of the Commission is determined by the majority of vote of the members present. But when the division of votes is equal, the Chairman has the descretion to exercise his vote in favour of either side, thus avoiding a difficult situation. This is called 'Casting vote'.
3. The Chirman
4. Article 315
5. The President of India
6. The conditions of automatic disqualification are ;
 - (i) adjudged insolvency
 - (ii) engagement in any other employment
 - (iii) infirmity of mind and body
 - (iv) resorting to corruption and favouritism
7. (b) Consolidated Fund of India

Exercise 3

1. (a) The President of India

Exercise 4

1. (b) The Parliament

Exercise 5

1. The sources of functions of UPSC are :

- (i) legislative enactments
- (ii) rules and regulations and executive orders
- (iii) conventions

2. (b) Advisory

Exercise 6

1. The main purposes of the Annual Report of the UPSC are :

- (i) to ensure free and systematic flow of information about certain important service matters to aid the President in effective policy formulation, execution and coordination.
- (ii) to ensure the Commission's responsibility to the Parliament

Exercise 7

Your answer must consist of the following points.

1. The main criticisms are :

- the functions of UPSC are advisory and quasi-judicial in nature.
- The Commission has no positive authority in matters of personnel administration.
- The scope of the Commission's functions is restricted since that has to be decided by the executive.
- The Commission does not have its own staff.
- Delay on the part of the Union Government to inform its recruitment needs to the UPSC.

17.12 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

1. Briefly explain the organisation of the UPSC and examine its constitutional position.
2. Examine the functions of the UPSC. Are there any limitations on its functioning?
3. Examine the role played by the UPSC in the democratic set up of modern India.
4. What are the limitations seen in the functioning of the UPSC.

II. Write a short note on the following.

1. Independence of the UPSC
2. Sources from which the UPSC derives its functions
3. Annual Report of the UPSC
4. The Secretariat of the UPSC

17.13 REFERENCE BOOKS

1. R.B. Jain : Contemporary issues in Indian Administration, Vishal Publications, New Delhi - 1976
2. M.A. Muttalib : Union Public Service Commission, Indian Institute of Public Administration, New Delhi - 1967.

WRITER : Smt. VENKAMMA

UNIT - 18 : STATE PUBLIC SERVICE COMMISSION

Contents

- 18.0 Objectives
- 18.1 Introduction
- 18.2 Organisation
 - 18.2.1 Appointment of the Chairman and Members
 - 18.2.2 Tenure of Office
 - 18.2.3 Removal
 - 18.2.4 Service Conditions
- 18.3 Functions
- 18.4 Status
- 18.5 Criticism
- 18.6 Summing Up
- 18.7 Answers to Check Your Progress
- 18.8 Model Examination Questions
- 18.9 Reference Books

18.0 OBJECTIVES

The Aim of this unit is to explain the importance of an independent agency for the selection of meritorious candidates into the government service for carrying on the administration. After going through this unit you would be able to :

- explain its composition,
- describe its functions,
- estimate its status, and
- identify the limitations in its working.

18.1 INTRODUCTION

The efficiency or inefficiency of governmental administration depends on the capabilities and talents of the personnel who participate in and perform the various administrative functions. An efficient public administration alone can deliver the goods to the people securing for them the maximum degree of welfare. Inefficient personnel become a liability to the administration. No welfare state would be prepared to suffer due to the inefficient performance of its personnel in its administration and sacrifice its development. Especially in the 20th century almost all the countries of the globe are engaged in a race for self development. The development of a nation depends entirely on the performance, feeling of commitment, duty, integrity and honesty of its people. Capable of carrying on the administration with the latest and expert knowledge they possess, the personnel may use modern techniques and prove to be an asset to the governmental machinery. Every care is to be taken at the time of recruitment to weed out the undeserving and select the cream of the lot for the public services. This objective cannot be fulfilled easily in a democratic country like India. The political party in power has its own political considerations and obligations when making appointments to the public services. Sometimes this may be at the cost of administrative efficiency and at the expense of securing speedy welfare to the people. If the executive, controlled by the popular representatives is entrusted with the recruitment of personnel, the administration is bound to suffer from the evils of favouritism, nepotism and casteism. In order to get rid of all these evils, the fathers of the Indian Constitution have stressed the need for setting up an independent agency, to recruit the personnel required for the Indian administration. This independent agency is called the Public Service Commission which is essentially required to "keep the rascals out" and to put the best men and women in the Governmental machinery.

Check Your Progress - Exercise - 1

1. Indicate, which of the following is the purpose for the creation of Public Service Commission?
 - a) to recruit the personnel necessary for public service and to maintain the efficiency of administration;
 - b) to give necessary training to the government servants
 - c) to assist the government in implementing its activities

18.2 ORGANISATION

Article 315 of the Indian Constitution has provided that there shall be a Public Service Commission for the Union and a Public Service Commission for each State. If the legislatures

of two or more States pass a resolution to have a Joint Public Service Commission to serve the needs of these States, the Indian Parliament may agree to a law permitting the group of states to have a Joint Public Service Commission.

18.2.1 Appointment of the Chairman and Members

Article 316 says that the Chairman and other members of a Public Service Commission shall be appointed by the Governor of a State. If it is a Joint Commission, the President of India will appoint the Chairman and members of the Commission. About half the number of members of the Public Service Commission shall be the persons who have held their office in civil service at least for four years either under the Government of India or under the Government of a State. If the Office of the Chairman falls vacant for some reason or the other, the duties of the Chairman will be performed by one of the members whom the Governor authorises until the vacancy is filled up.

18.2.2 Tenure of Office

The tenure of the Chairman and members of State Public Service Commission will be for six years from the day of assuming the office or till they attain the age of 62 years whichever is earlier. If any member so desires he may tender his resignation and leave the office before the expiry of the tenure. The Members of the Public Service Commission are not eligible for reappointment to that post after their retirement.

18.2.3 Removal

Article 317 lays down clearly the procedure for removal of the Chairman or the member of the Commission from office, if necessary. They can be removed from office by the President of India if the charges of inefficiency, corruption and misbehaviour levelled against them are proved by the Supreme Court in its enquiry.

18.2.4 Service Conditions

According to Article 318 the Governor may formulate regulations determining the number of members of the State Public Service Commission and their service conditions. Article 322 lays down that the salaries, allowances and pensions of the members and the staff of the Public Service Commission shall be charged on the Consolidated Fund of the State. Article 319 provides that the Chairman or the members of a State Public Service Commission can be appointed as Chairman or members of the Union Public Service Commission or as Chairman of any other State Public Service Commission.

Check Your Progress - Exercise - 2

1. According to Article 316 of the Constitution of India the Chairman and the Members of the State Public Service Commission will be appointed by the Governor of that State. If it

is a Joint Commission for two or more states, indicate, who is the appointing authority of its Chairman and Members.

- a) All the Governors of the States concerned
- b) The Governor
- c) The President

2. Mention the term of the Chairman and Members of the State Public Service Commission.

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3. Indicate the ultimate authority to remove the Chairman and the Members of the State Public Service Commission on the charges of inefficiency, corruption and misbehaviour.

- a) The Governor
- b) The Chief Justice of the High Court
- c) The President

18.3 FUNCTIONS

As per Article 320 it is the duty of the State Public Service Commission to conduct examinations for appointments to the state services. The State Public Service Commission shall provide its counsel on the following issues :

- (i) On all matters relating to methods of recruitment to civil services.
- (ii) On the principles to be followed in making appointments to the Civil Service and in making promotions and transfers from one service to the other on the suitability of candidates for such appointments, promotions or transfers,
- (iii) On all matters of discipline affecting a person serving under a State Government.
- (iv) On any claim by a person who is serving or has served under the State Government, for the costs incurred by him towards the legal expenses in defending his case instituted against him by the Government in the event of his being proved not guilty.

Check Your Progress - Exercise 3

1. Indicate the source of the functions of the State Public Service Commission.
 - (a) Constitution of India
 - (b) Parliament Laws
 - (c) Executive orders

18.4 STATUS

Article 320 specifies that it shall be the duty of the State Public Service Commission to advise on any matter referred to it by the Governor. According to Article 321 the State Legislature may pass an Act providing for the performance of additional functions by the State Public Service Commission. Article 323 stipulates that it shall be the duty of the State Public Service Commission to submit the Annual Report of its functions to the Governor, who will place it before the State Legislature for its perusal. The State Public Service Commission assumes the role of a Staff Agency. It works as an advisory body and its observations forwarded to the Government are recommendatory but not mandatory. It is not obligatory on the part of the government to accept its recommendations. If the recommendations are made mandatory, clashes would have taken place very often between the Government and the State Public Service Commission. Though the Commission is an advisory body its recommendations wield a great influence on the Government because the State Public Service Commission is an autonomous body and it is created by the Constitution itself which has created the Executive the Legislature and the Judiciary. The Constitution has made the Service Commission immune to all undue influences of the Government and enabled the Commission to function with impartiality and independence.

Check Your Progress - Exercise 4

1. Point out which of the following is the nature of work of the State Public Service Commission.
 - (a) Recommendatory
 - (b) Mandatory

18.5 CRITICISM

The State Public Service Commission of Andhra Pradesh has charged the government of making temporary appointments in an undesirable manner. It has pointed out that no person should be temporarily appointed for more than a year. On the other hand the Government

of Andhra Pradesh has been filling up the posts which are within the purview of the Service Commission by making temporary appointments. It has become a regular practice for the Executive in the recent past, to appoint persons in large numbers, regularise their services by a decision of the Cabinet, and then ask for the concurrence of the Public Service Commission. It is also pointed out that the Executive seldom sends requisitions to the Public Service Commission for the various categories of posts. As a result the State Public Service Commission is not being utilised to the fullest extent by the Government of Andhra Pradesh. The Government has initiated a practice of nominating legislators as non-official members on the State Public Service Commission. This practice defeats the intentions of the framers of the Constitution that the State Public Service Commissions should function as independent agencies. The nomination of the legislators as members of the Service Commission is interpreted as the interference of the Executive in the independent functioning of the Commission.

As the State Public Service Commission has to function with impartiality and integrity rendering justice to the deserving candidates as well as to provide the administration with the best talent, the Executive should keep itself away from the Service Commission in the interest of justice and the efficiency of administration. The Executive should not undertake recruitment at all excepting for reasons of exigency of work. The State Public Service Commission should be entrusted with the work of selection and supply of suitable candidates for various categories of posts under State Service. Lastly, the autonomy of the Public Service Commission should be protected at any cost and the nomination of non-official members with no knowledge of the requirements of administration should be dispensed with to safeguard the chief characteristics of impartiality and integrity of the Public Service Commission, thereby putting an end to politicisation of recruitment.

Check Your Progress - Exercise 5

1. Explain the main criticism against the functioning of the State P.S.C.

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18.6 SUMMING UP

An efficient administration is necessary for delivering the goods to the people. And the efficiency of administration depends upon the capabilities of its personnel. The fathers of the Constitution entrusted the responsibility of recruiting the best men and women into government service through the public Service Commission. The members of the State Public Service Commission are appointed by the Governor and are removable from the office by the President of India on charges of inefficiency, corruption and misbehaviour. The main function of the Service Commission is to conduct recruitment to State services. However, its functions are advisory in nature. It is observed that the Executive is interfering with the independence of the State Service Commission in more than one way.

18.7 ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1

- (a) to recruit the personnel necessary for Public Service and to maintain efficiency of administration.

Exercise - 2

1. (c) The President of India
2. The term of Six years from the day of assuming the office or till they attain the age of 62 years, whichever is earlier.
3. (c) The President of India

Exercise - 3

1. The Constitution of India.

Exercise - 4

1. Recommendatory.

Exercise - 5

1. The practice of the Government making temporary appointments and asking for the concurrence of the Public Service Commission is undesirable.
2. The Executive seldom sends requisitions to the APPSC for the selection and supply of suitable candidates for existing vacancies.

3. The practice of nominating legislators as non-officials on the body of the PSC is leading to political intervention in appointments and politicisation of recruitment.

18.8 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines.

1. Critically examine the organisation of the State Public Service Commission.
2. Discuss the role of the Public Service Commission in maintaining administrative efficiency.
3. Explain the functions of the State Public Service Commission.
4. Examine the status of the Public Service Commission.

II. Answer the following in about 15 lines.

1. The tenure of office of the Chairman of the State PSC.
2. Briefly examine the procedure for the removal of members and chairman of the State PSC.
3. Service conditions of the members of the PSC
4. Appointment of the members of the PSC.

18.9 REFERENCE BOOKS

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UNIT - 19 : TRAINING : METHODS & RELEVANCE

Contents

- 19.0 Objectives
- 19.1 Meaning and Significance
 - 19.1.1 Objectives of Training
- 19.2 Types of Training
 - 19.2.1 Formal & Informal training
 - 19.2.2 Short term & long term training
 - 19.2.3 Pre-entry and Post-entry training
 - 19.2.4 Departmental and Central training
 - 19.2.5 Skill and background training
- 19.3 Kinds of training - Union level
 - 19.3.1 Training for I A S
 - 19.3.2 Training for I F S
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 - 19.3.4 Training for I A and A S
 - 19.3.5 Training for I R S
 - 19.3.6 Training for other cadres
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- 19.5 Critical Estimation
- 19.6 Summing Up
- 19.7 Answers to check your progress
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- 19.9 Reference Books

19.0 OBJECTIVES

This unit discusses the meaning, significance and various types of training in general and the methods of training for government services in India. After going through this unit you will be able to:

- define training,
- identify various types & methods of training, and
- describe the training arrangements for All India Services.

19.1 MEANING AND SIGNIFICANCE

The problem of training public servants in various disciplines is of great significance in the context of expanding government whose functions are becoming highly technical and specialised in certain matters.

William G. Tropey defines training as "the process of developing skills, habits, knowledge and attitudes in employees for the purpose of increasing the effectiveness of employees in their present government positions as well as preparing employees for future government positions". The dictionary meaning of 'Training' is practical education in any profession, art or handicraft. In Public Administration training means "a conscious effort made to improve or increase employees skill, powers of intelligence and to develop attitudes and schemes of values in a desired direction". There are many facets of training; two such important of facets are - (1) Imparting knowledge of facts and their inter-relations i.e. knowledge essentially of a specialized or professional nature and (2) teaching of techniques by co-ordinated handling of tools, appliances and physical faculties i.e. working knowledge.

At this juncture, it is proper to distinguish training from education. Education can be defined as "the complete upbringing of the individual from the childhood, the formation of character, habits and manners, and of mental and physical aptitude". However, both education and training are interrelated and overlap with each other in many instances.

The training of personnel is of basic importance to all public services. The three important purposes of training in developing countries like India are (1) the need for innovation in administration to meet the changing patterns of social and economic systems, (2) To meet the rapid expansion of functions which the government is called upon to perform, and (3) To overcome the shortage of trained personnel. Training of personnel therefore deserves a high priority in the developmental programmes.

The most important significance attributed to training is, to attain the highest possible degree of efficiency in work. In any large scale organisation work efficiency depends largely upon two elements 1) the technical efficiency of the individual and 2) the efficiency of the organisation as a corporate body derived from the collective spirit. Training must therefore, have relevance to both the elements.

19.1.1 Objectives of Training

The following are the objectives of training.

1. Training helps the new entrant to inculcate occupational skill and knowledge and make him familiar with the departmental work.

2. Training helps the employees to adjust to the new environment.
3. Training corrects any deficiencies of the new recruits.
4. Training in specified government services offers skills which cannot be obtained in private enterprise. Examples are - Fireman, Foremen, Defence personnel etc.
5. Periodic training keeps one's knowledge up-to-date.
6. Training generates regard for the general public since most of the government training programmes are meant for developing a sense of public service among the civil servants.
7. Training is vital for a career service.
8. Training reduces wastes and accidents.
9. Training of personnel enhances the prestige and reputation of an organisation and ensures its survival and growth.
10. Training instills greater self-confidence in an employee.

To fulfill the above mentioned objectives of training, it should be made an integral part of any organisation. It should always be kept in mind, that training is a continuous process and it does not end at a particular time in a particular institute. To enable the public personnel to do their work in the best way, training must be given high priority on the agenda of the development in any organisation. Training, can be imparted in a variety of ways depending upon the nature of requirements.

Check Your Progress - Exercise 1

1. What do you mean by training ?

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2. Explain the main purposes of training.

19.2 TYPES OF TRAINING

We have seen that training is very essential for the employees to improve their efficiency and to meet the growing needs/functions of the government. But the training needs of an organisation largely depend on the availability of the skilled persons and the requirements of an organisation itself. Based on these considerations let us now examine the various types of training.

19.2.1 Formal and Informal training

Formal training is imparted through lectures, seminars etc and is given prior to entrance into the career service. On the contrary informal training is training by experience. In other words it is self acquired. The informal training is a hard way of learning as it is difficult for an average employee to learn on his own. Therefore, there should be judicious mixture of formal and informal training in any organisation.

19.2.2 Short term and Long term training

If the training is given for a month or two it is termed as short term training. If the training programme continues for a year or two it can be called long term training.

19.2.3 Pre-entry and post-entry training

Pre-entry training is intended to enable an aspirant to show fitness for appointment and to develop the knowledge which will make for subsequent success. Doctors, Engineers etc., can be taken as good examples as they are put to job immediately after appointment.

By contrast post-entry training is given to an employee while in service. This training helps the employees in shouldering the new responsibilities.

19.2.4 Departmental and Central Training

When the training is imparted within the department itself, it is called departmental training. This kind of training is imparted by the senior members of the department to the new recruits. The training given by an institution like the Lal Bahadur Sastry National Academy of Administration is termed as central training.

19.2.5 Skill and Background Training

When the training is imparted in a particular skill like teacher's training it is called skill training. When the training imparted is of general nature it is called background training.

Check Your Progress - Exercise 2

1. List out various types of training.

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19.3 KINDS OF TRAINING - UNION LEVEL

The problem of training assumed special importance in India after Independence, with the expansion of the governmental activities. An Officer's Committee was appointed in 1947 to go into the matter. It recommended the establishment of a Directorate of Methods, Organisation and Training at the centre with a view to supervising the training programmes of the various departments. Paul Appleby, a visiting American professor and A.D.Gorwala also recommended the same. The Planning Commission created the methods and organisation division, and a Director of training programmes was also appointed. Early in 1947, an I.A.S. training school had also been established which is now converted into Lal Bahadur National Academy of Administration. This Academy now undertakes, not only professional training to I.A.S. personnel but also foundational training to all superior civil services in India. Besides, some of the state governments also have training schools for their fresh recruits in civil services.

The actual programme of training to new recruits to the All India and the Central Services at present is carried out by the Central Secretariat Training School for recruits to the Central

Secretariat services, and the Lal Bahadur Sastry National Academy of Administration for I.A.S. probationers. The new entrants to the other All India and Central Services are given a five month foundational course at the academy and then are sent to the training institutions for their respective services. (They are discussed in the later section). In addition, the Academy also undertakes a week's refresher course for officers of ten to fifteen years standing. These refresher courses deal with the higher problems of government or with special subjects like social security, fiscal policy, planning, inter departmental co-ordination etc.

Let us now examine the training programmes for different All India and central services.

19.3.1 Training for I.A.S.

Since 1969, the National Academy of Administration has undertaken 'Sandwich' Course for the I.A.S. probationers. They undergo two spells of training with a gap of one year which is utilised for practical training in the states. At the end of this training the I.A.S. probationers come back to the Academy for a second spell of training. At this time, they discuss the administrative problems encountered during their practical training in the states. After this, the I.A.S. probationers are required to appear at an examination conducted by the Union Public Service Commission (U.P.S.C). They are then given the charge of a sub-division. To enrich and diversify their experience they are transferred from district to district every year and also sent to the secretariat for nearly 18 months as under secretaries. After all this an I.A.S. Officer can become a district collector, which normally comes in the sixth or seventh year of service.

19.3.2 Training for I.F.S (Foreign Service)

The I.F.S. probationers have a programme of training for three years as given under :

- A. 4 months foundational course at the National Academy of Administration.
- B. 6 months Training in the Districts.
- C. 6 months course covering international organisations, international relations and international law and diplomacy and international economics and commerce at the School of International Studies, School of International Law and Diplomacy at Delhi University.
- D. 8 months posting in the Ministry of External Affairs to familiarize with the activities of the Ministry and
- E. On probation as a third Secretary in a Mission abroad for twelve months.

19.3.3 Training for I.P.S. (Police Service)

The I.P.S. recruits are trained at the Central Police Training College (now known as Sardar Patel National Police Academy) at Hyderabad. This was shifted in 1977 to Hyderabad. The subjects of training are Criminal Law and Procedure, Indian Evidence Act, Indian Constitution,

but the emphasis is on drill, training and handling of weapons. They are also trained in subjects of Crime psychology, scientific aids in detection of crimes, methods of combating corruption and fire and emergency services. After one year's training the probationer has to pass an examination conducted by the U.P.S.C. He is then posted to the district for a year to work under the guidance of senior district police officials. After this he is appointed as Asst. Superintendent of Police.

19.3.4 Training for the Indian Audit and Accounts Service (I.A and A.S)

The I.A & A.S. recruits are given training separately for one year. Practical training is given to these recruits by posting them to the Accountant Generals Office and by attaching them to the District Treasury and a P.W.D. Divisional Accounts Office. These recruits have to appear for a departmental examination conducted by the U.P.S.C., at the end of the year. The recruits are posted as Assistant Accounts Officer after passing the examination.

19.3.5 Training for the Indian Revenue Service (I.R.S)

The recruits for the Indian Revenue Service (the Income Tax Service has been changed and renamed as Indian Revenue Service) are trained at the Income-Tax Training School, Nagpur. The pattern of training is similar to that of I.A. and A.S.

19.3.6 Training for other Cadres

The section officers, assistants and lower division clerks are given training by the Central Secretariat Training School. The training here is concerned with Office work methods, procedures, rules and regulations. At the end of the training they are posted to different ministries for acquaintance with practical knowledge.

Railway Staff College-Baroda, Administrative Staff College-Hyderabad, National Institute of Rural Development-Hyderabad and Indian School of Public Administration-New Delhi offer training programmes in their respective fields.

Check Your Progress - Exercise 3

1. Indicate which of the following is the purpose for the establishment of National Academy of Administration?
 - a) to recruit the candidates of higher civil services
 - b) to impart professional and fundamental training to higher civil servants
 - c) to look after the welfare of civil servants

2. Normally, how many years an IAS officer should complete to become a District Collector?
- a) 4 to 5 years
 - b) 5 to 6 years
 - c) 6 to 7 years
3. The training college for the IPS officers is located in
- a) Bombay
 - b) Rajasthan
 - c) Hyderabad

19.4 TRAINING AT THE STATE LEVEL

The training activity is carried in all the states with separate training institutions of their own. Induction training is given to the new recruits for the successful handling of jobs in future. In-service training is given to the employees already in service, to improve their job performance.

There is an Administrative Reforms and Training Division located in the General Administration Department of the State Secretariat.

The Administrative Reforms Commission made certain recommendations in respect of training at the junior management level. For example, it recommended that a refresher training course for under secretaries from Central Secretariat Service Cadre and a 12 week training course for other under secretaries may be designed.

19.5 CRITICAL ESTIMATION

(i) Training to Lower Services

Although there are well defined training programmes for all India and Central Higher services, the training of personnel to lower services has not been paid due attention by the Government of India. Barring few exceptions in the categories of extension officers for agriculture, industries, co-operation, health etc., systematic arrangements for post-entry training do not exist for the Class-II and subordinate services. As a matter of fact, training in lower categories is mostly informal -the job learning takes place under the guidance of senior officers. In technical line, the so called 'trainees' first watch and then actually do the work. There is hardly any concerted development programme for personnel in lower services whose promotions are mostly based on the length of service. The informal training at different times in their career has no relationship with promotional opportunities and hence hardly be inspiring to the employees. Under these

circumstances, there is a need for such an agency which can give leadership to the training programmes for lower services in government.

(ii) Training to Higher Services

In India, training for higher civil services is almost entirely restricted to post entry training. The United States of America has developed a very comprehensive system of pre-entry training for administrative and managerial positions in the forms of Internship and Apprenticeship. The programmes provide young graduate trainees with preparation for administrative and policy careers in public service. In addition the universities give technical certificate courses and also in-service training. Some universities offer training programmes in certain special categories of public services like Town Planning, Public Health, Police and Fire Service administration etc.

In contrast, we do not have any Public Service Training programmes or internships at the University level with the exception of professional course like Medicine and Engineering. The pre-entry training has a great advantage in providing tailor-made candidates for specified services. These candidates can be directly put on the job hence there will not be any wastage of time. However, the purpose of pre-entry training will be defeated, if there is no certainty of recruitment following such a training programme.

Check Your Progress - Exercise-4

1. List out the important points of criticism on training

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19.6 SUMMING UP

Training of public servants is of paramount importance in view of expanding government functions. It aims at improving the skills, knowledge and abilities of the employees both new and old. Training is of different types such as formal and informal, pre-entry and post-entry, skill and background etc. Institutional Training is given to IAS probationers at Mussorie, for IPS at Hyderabad. Separate Training Institutes are established for different types of services such as IA & AS, Income-Tax etc. The attention has not been paid by the Government for the training of lower services. And training for higher civil service is almost entirely restricted to post-entry training only.

19.7 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. Training means a conscious effort to improve or increase an employee's skill, powers of intelligence and to develop his attitudes and schemes of values in a desired direction.
2. The main purposes of training are:
 - (a) to meet the changing needs of social and economic systems
 - (b) to meet the expanding functions of government
 - (c) to overcome the shortage of skilled persons in an organisation.

Exercise 2

1. (a) formal and informal training
 - (b) short term and long term training
 - (c) pre-entry and post-entry training
 - (d) departmental and central training
 - (e) skill and background training

Exercise 3

1. (b) to impart professional and fundamental training to higher civil servants.
2. (c) 6 to 7 years
3. (c) Hyderabad

Exercise 4

1. (a) Training of personnel for lower services has not been given due importance.
 - (b) Training for higher level civil servants is restricted to post-entry training only.

19.8 MODEL EXAMINATIONS QUESTIONS

I. Answer the following in about 30 lines each :

1. Bring out the meaning and significance of training and discuss about the various types of training.
2. Critically examine the training methods to government services in India.
3. Mention the different methods of training to government services in India.
4. Briefly examine the training method for the Indian Administrative Service (IAS).

II. Write a short note on the following in about 15 lines each.

1. Pre-entry training
2. Importance of training
3. Training for IPS
4. Training methods at the State level.

19.9 REFERENCE BOOKS

1. S.R. Maheshwari : Indian Administration, Orient Longman, New Delhi - 1989.
2. Indian Institute of Public Administration : Special number on Training; The Indian Journal of Public Administration, 1989.

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UNIT - 20 : CIVIL SERVICE UNIONISM IN INDIA

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- 20.0 Objectives
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20.0 OBJECTIVES

This unit explains to you the growth of Civil Service Unionism in India. After reading this unit you would be able to :

- describe its growth,
- identify the problems of unionism,
- assess the position of staff relations, and
- explain the machineries for the redressal of grievances.

20.1 INTRODUCTION

The history Civil Service Unionism in India begins in the last years of the 19th century. A number of organisations were formed in the shape of clubs, friendly societies and associations, particularly in Railways and posts and Telegraphs Department. However, the trade-unionism, in the real sense of the word among government employees was born only after 1920. As a detailed study of its origin and growth are not necessary here, only the land-marks in the history of Indian Civil Service Unionism are traced.

The Royal Commission on Labour in India reported in 1931 that prior to the First World War labour Organisation scarcely extended beyond the railway employees and some classes of government servants. A large number of organisations were formed, owing their origin mainly to the grave economic difficulties of industrial labour. The period of 1918-21 was described as one of growth and consolidation. With the overcoming of the economic stresses and the acute political turmoil, many adhoc unions disappeared but some remained and grew steadily in numbers and quality. During this period strong and well-built unions were formed in the Indian Railways and Posts and Telegraphs Departments .

Check Your Progress - Exercise 1

1. Indicate in which of the following departments the concept of Unionism first appeared in India.
 1. Railways and Posts& Telegraphs
 2. Military department
 3. Police department.

20.2 GROWTH OF UNIONISM

In India, the growth of Civil Service Unionism was an intergral part of the general labour movement of the country. For, the Civil Service Unions were affected and influenced by all those factors which influenced the general labour movement. Along with the growth of the labour movement , the government employees were forced to develop trade union consciousness due to certain economic and political factors like abnormal rise in the cost of living following the war, the success of the Russian Revolution in 1917, and the establishment of International Labour Organisation (ILO) in 1919, the national movements for independence, and unhelpful attitude of the government.

20.2.1 Before Independence

During 1920-30, unionsim among civil servants took roots in the Railways and P&T and the consciousness spread to the white-collar employees in Audit & Accounts and Income Tax departments. 'The Recognition Rules' 1921, and the Indian Trade Unions Act 1926 encouraged the employees to form into associations and unions. The establishment of the Provincial Government under the Government of India Act, 1935, made the staff unions / associations more active and gave new hopes. The government issued revised Recognition Rules in 1934 and some instructions under the Rules in 1937.

The Second World War brought many socio-economic-political problems. Employees were affected by a sudden and steep rise in prices. Unions fought against the rising prices demanding allowance to compensate the increased cost of living. During the war the staff associations had learnt, the weakness of independent, separate and uncoordinated representation and attempts were made to bring unity among the staff associations. The movement in P & T gained strength and crossed the petition making phase and with increased bargaining power forced the department to concede their grievances.

20.2.2 After Independence

The Government could not check the rising prices, and the employees complained against inadequacy of the compensation granted. During the years 1946-49 the cost of living further deteriorated due to higher prices. This distressing situation led the employees in Railways and P & T to serve the strike notices.

The civil service outside the Railways and the P & T, was largely unorganised until 1950. However, there were loose organisations among the Income Tax, Audit and Accounts, Customs, Civil Aviation and Public Works Department employees.

Although, the Income Tax employees were organised prior to 1949, an All India Federation was formed only at the end of 1949, with Ashok Mehta as President. Government refused to accord recognition to the Federation on the grounds that Ashok Mehta was not an employee of the Income-Tax Department and the Federation ceased to exist. In 1953, the present Federation of All-India Income Tax Employees took its birth and it was recognised in July 1954. Since then the Federation has grown stronger, occupying a place in the civil service unionism, with about 30,000 membership and about 35 affiliated associations/unions of the Income Tax employees.

The employees of the Audit and Accounts Department started organising at various places since 1923. They were holding annual conferences, and the Department allowed representatives to present to the authorities the resolutions passed by the Annual Conference. In 1956, the All-India non-gazetted Audit and Accounts Association was recognised, to represent the grievances of the staff. But, it was de-recognised in 1959. Thereafter, for nearly a decade, the Association struggled for the re-recognition. The struggle assumed importance because of its protracted

nature and the victimisation. Both the Income-Tax Employees Federation and All-India Audit and Accounts Association were required to fight legal battles in the courts of law.

The History of the Civil Service Unionism in the government reveals that it came into existence for the protection of the bread and butter of the government employees as any other industrial labour movement. Throughout the years they struggled to gain strength and to consolidate it. In the process, events like the Second World War and its effects, the national struggle for independence and participation of the whole labour movement against foreign rule, led to suppression of the trade union movement, resulting in a number of strikes. In such circumstances political parties and other outsiders gave assistance and it was considered indispensable in the initial stages of trade union movement to meet the challenges of the times and to provide leadership, to guide and spread the movement and strengthen the organisational structure.

The National Commission on Labour observed that, since independence, the trade union movement including that among the government employees was developed and shaped by the forces such as democratic set-up in the country, general awareness of the workers in respect of their rights and privileges and the influence of the political parties.

As such, today, unions of government employees are not free from the general issues facing the trade union movement in its structure and organization, i.e., multiplicity, category-wise or craft-wise unions, outsiders as leaders and influence of political parties. To solve such problems, steps were initiated and experimented with from time to time both by the government and the unions for consolidation of the movement, with a view to having only one recognised union/federation in one department and to discourage formation of category-wise union and to encourage rank and file leadership, but the attempts were not successful.

Check Your Progress - Exercise-2

1. What are the main reasons for the growth of civil service union in the pre-independent period?

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20.3 PROBLEMS OF CIVIL SERVICE UNIONISM

The organisations of the employees were confronted with a number of problems in the course of their growth and stabilisation. The most important among the problems of the unionism that deserve study are :-

the right to form associations,

the right to recognition,

the right to strike, and

the right to affiliate.

20.3.1 Right to form Associations

The Right of Association is central to any serious conception of constitutional democracy. It would be difficult for an individual to function with any measure of effectiveness unless he is free to associate with others without hindrance. In fact most people find much of their identity, in either economic, social, political, or professional terms in some form of group activity. It follows from an obligation on the part of government to protect the right of association from invasion and to refrain from making inroads into that right by its own activities.

The Constitution of India (Article 19 (i) C) guarantees the right to form associations and unions, and it is but natural that employees of Government unite and resort to concerted action, for unionism or association-type activity in the method of protecting their service conditions.

Although Government declared its policy to be one of encouragement in developing a healthy trade union-movement the question of recognition of trade unions had been the "acid test". On this vital issue, some steps were taken from time to time by the Government. However, the progress made in this matter has not been appreciable and trade unionism in the civil service is still handicapped.

20.3.2 Right to Recognition

The object of granting recognition to any organisation of employees is to encourage legitimate trade union activity and to make negotiations with the government easy and convenient, with a status to function effectively to achieve lawful objectives. Without recognition, there can be no collective bargaining, negotiation or joint consultation and no sound development of trade unionism.

Prior to 1930, the Government was opposed to the organisation of the employees and prohibited them from submitting collective memorials or petitions. After 1920, this right was

granted to certain combinations which accepted Recognition Rules issued in 1921, and enabled such recognised unions to conduct negotiations with the Government.

The Indian Trade Unions Act, 1926, encouraged the government employees to form unions. But the facility was available only to industrial workers but not to civil servants who were neither workers nor working in any trade or industry. Further, the Government of India advised the unions of the employees not to apply for registration under the Act. This attitude apparently arose from the difficulty of reconciling the privileges which the employees received as members of registered unions with their obligations under the Government Servants Conduct Rules. However, the Government changed its policy and unions of industrial workers employed in government are required to register under the Act.

It should be noted that the Trade Union law made no provision for compulsory recognition of unions by the employees for the purposes of collective negotiations to settle disputes and thereby deliberately created an 'unbridgeable gulf' causing acrimony and fear between the employees and employers.

The royal Commission on Labour in India felt that Government should take the lead, in the case of its industrial employees in making recognition of unions easy and in encouraging them to secure registration.

In 1934, the Government issued an executive order providing for the conditions and programme for the recognition of association of non-industrial civil servants. These Recognition Rules did not contain anything new compared to those of 1921, but this time the rules were strictly enforced, when the employees sought to redress their grievances by making use of the press and appealing to the members of the Central Legislature for improvement in the condition of the service by putting questions and moving resolutions in the Legislature. To discourage recognised associations resorting to these practices, the government issued another set of instructions in 1937 to various departments, adding two more rules subsequently to the Recognition Rules of 1934.

Rules for recognition

It is pertinent to note that separate rules for recognition of unions of workers who are industrial staff were made by the Ministry of Labour. Under these rules the unions should fulfil certain conditions to be eligible for recognition such as;

- a) its membership must be confined to workmen employed in the same industry or industries closely allied to or connected with each other ;
- b) it must be representative of all workmen employed in that industry or industries
- c) its rules must not provide for the exclusion from membership of any class of workmen referred to in (b) ;

- d) suitable provision regarding the procedure for declaring strikes is included in the rules for the constitution of union ;
- e) the rules should provide for the holding of a meeting of its executive committee at least once in six months ; and
- f) it must be registered under the Indian Trade Unions Act, 1926.

Another set of rules for the recognition of association of non-gazetted Railway Servants was issued by the Railway Ministry and made applicable with the following conditions;

- a) the union must consist of a distinct class of government employees;
- b) all government employees of the same class must be eligible for membership;
- c) it must be registered under the Indian Trade Unions Act, 1926; and
- d) no recognised association shall maintain a political fund except with the sanction of government.

20.3.3 Right to Strike

The Conduct Rules of 1955, were amended in 1957 incorporating rules 4A 4B, so as to outlaw demonstrations and strikes. According to Rule 4A ; 'No government employee shall participate in any demonstration or strike in connection with any matter pertaining to the conditions of service; and Rule 4B says: "No Government servant shall join and continue to be a member of any Service Association of Government Servants (a) which has not within a period of six months from its formation, obtained the recognition of the Government under the rules prescribed in that behalf, (b) recognition in respect of which has been refused or withdrawn by the Government under the said rules.

These rules are not applicable to the Railway employees as they are governed by the Railway Service (Conduct) Rules 1956, which have no provisions corresponding to those of rules 4 A and 4 B. These rules were not liked by the employees as they deprived them of trade union rights including the right to association and demonstration. In the meanwhile, the executive instructions issued in 1937, to regulate the recognition of associations of Government employees, were replaced in 1959 by a new set of Rules known as the Central Civil Service (Recognition of Service Associations) Rules, 1959. These Rules were made under Article 309 and clause 5 of Article 148 of the Constitution of India, with reference to Rule 4B of the Central Civil Service (Conduct) Rules, 1955 as such are not applicable to the industrial staff. The provisions the Rules did not differ in substance, from those of the 1937 instructions, and recognition continued to be subject to certain conditions such as:

- (a) no person, who is not a government servant, is connected with the affairs of the Association;

- (b) the executive of the Association is appointed from among the members only ;
- (c) the Association shall not expose or support the cause of individual government servants :
and
- (d) it shall not maintain any political fund or lend itself to the propagation of the views of any political party or politician.

20.3.4 Right to Affiliation

These differences between the organisations are mainly due to their affiliation to external organizations of labour unions. The employees' organizations are not permitted to affiliate without prior permission of the government. The Conduct Rules prohibited affiliation with trade union organizations of a general character. However, the prohibition is not applicable to the industrial employees of railway-men and civilian employees of the Defence Ministry.

Government prohibited Civil Service Associations affiliation for fear that affiliation may divide the loyalty of the employees if they get mixed up with non-governmental employees unions. Objections to affiliation were on the more specific grounds that it may so involve public employees in the policies and actions of outside organizations as to endanger the continuity of the public services and undermined their impartiality. Because of this policy of isolation imposed by the Government and a number of other restrictions the civil services organizations were forced to organize a Confederation of Central Government Employees and Workers (CCGEW) in 1956

The aims and objects of the CCGEW are to unite all Central Government Employees Unions, associations, and federations, to ensure the framing of labour legislation to guarantee the growth of free trade unionism without discrimination between Government and non-Government labour and finally, to safeguard and promote the interests of all workers in the Central Government Services and to coordinate the activities of their unions.

The Confederation sought recognition but government did not accord it. Thus it is unrecognised organization having left political leaning to which most of the service associations of the Central Government, except the Railway Federations and the Defence Federation are affiliated.

The leaders of the National Federation of Post and Telegraph Employees (NFPTE), Income Tax Employees Federation, Civil Aviation Department Employees Union and All India Audit and Accounts associations are active leaders of the Confederation. Under the banner of the confederation, most of the major policies concerning the demands of the employees are formulated and vital decisions taken. It took a leading part in the Central Strike of 1960 and Token Strike of 1968. However, the Confederation was a divided house and in 1972, it split into two.

Thus, Civil Service Unions, to-day are divided into a number of groups, factions affiliated with labour organizations of political parties sympathising with certain political ideologies. There

exists no free and independent trade union movement.

The existence of more than one union and more than one group within the same union is the reflection of the socio-political reality in India. However, the need of the hour is a strong trade union movement for effective and harmonious relations and to act as a dynamic force in protecting the movement.

20.3.5 Difference between a trade union and Service Association

It is necessary to note the difference between a trade union and a service association. The trade union can be formed by workmen employed in a trade or industry. It is registered under the Indian Trade Unions Act, 1926. A service association can be formed only by the non-industrial employees to whom the Central Civil Service (Conduct) Rules are applicable. The association is formed by a distinct category of employees to promote service interests. The executive of the association is chosen only from among the members and the funds are made up either from the subscription from the members or from grants given by the government. As per the provisions of the Indian Trade Union Act, 1926, outsiders are permitted to be the office bearers of the unions, but such a provision is in opposition to clauses (d) and (e) of Rule 4 of the Central Civil Services (Recognition of Service Associations) Rules, 1959.

It should be noted that the grant and continuance of recognition under the Labour and Railway Ministry's rules, rests with the discretion of Government, and the Recognition Rules, 1959 provide recognition only when specified conditions are fulfilled.

Except in the case of Civil Servants who are governed by the Recognition Rules of 1959, both the Labour Ministry's rules and the Railway Ministry's rules do not permit the association of outsiders as the executive of the unions. However, the prohibition of outsiders was not strictly enforced and the unions of F & T and Civil Aviation Employees, who are subject to this restriction, continued to have outsiders on their executives.

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% of a distinct category of government servants as members.

The Rules 4 A and 4 B under the Central Civil Services (Conduct) Rules, 1955, further made the Government more powerful to crush, punish and victimise the civil servants for participation in the activities of service associations. For, these rules had vested discretionary powers with the Government against the right to form associations and unions which is guaranteed and granted by the Constitution of India and the Recognition Rules of 1959.

The Second Pay Commission felt that the rules framed by the Government were rather too strict and considered it necessary that the rules of recognition be granted in a liberal spirit.

Rule 4 A prohibited the government servants to participate in any demonstration or strike.

It is important to note that under the provision of the Industrial Disputes Act, 1947, subject to certain conditions, the employees of public utility services have the right to strike.

The validity of Rules 4 A and 4 B were challenged in the High Courts and the Supreme Court of India. The Supreme Court held that Rule 4 A was invalid partly as violative of Article 19 (1) (a) and (b) , and 4 B was wholly invalid as it imposed restrictions on the right under Article 19 (1) (c) of the Constitution of India.

As a consequence of the the Supreme Court judgement, the Government of India amended the Conduct Rules in 1964. Although the amended rules are not less restrictive in nature than the 1955 rules, Government employees considered the amendment as a land-mark in the struggle for the right to association.

Rule 6 of the 1964 Rules prohibits a government servant from joining or continuing to be a member of an association, the objectives of which are prejudicial to the national interest and sovereignty and integrity of India or public order or morality. Similarly Rule 7 also prohibits a government servant from engaging himself or participating in any demonstration or resorting to or in anyway abetting any form of strike in connection with any matter pertaining to his service.

As regards strike, the old prohibition continues under the new provisions and the Supreme Court Judgement that there is no fundamental right to strike, still holds good. Thus, in effect, there seems to be a clear addition to the government's expanding power and a corresponding reduction in the liberties of the employees.

The struggles for recognition constitutes an important segment in the continuation of the union movement. For purposes of recognition, which is considered as the cornerstone of unionism, almost every union required to put up a brave fight against Government to impress upon them their demand for recognition. The history of serious struggles for recognition and the strategies adopted usually led to a series of incidents at times necessitating violent protests and demonstrations. At other times they caused legal action in courts of law, depicting the reversible stages of recognition and de-recognition.

The experience of the past three decades points to the fact that the Government of India has not followed any clear policy in regard to recognition. Administrative ministries in the Government have worked out different strategies with the result that to-day there is no uniform policy in respect of handling of trade unions.

Civil Service unionism took remarkable turn in its growth with rivalry due to the formation of multiple unions during the years 1950-60. Government policy in encouraging the employees to form multiple unions or utilizing the existence of multiple unions for their purposes was peculiar and curious. Government followed different policies in this regard. In fact every administrative Ministry followed its own policies.

The present position of the employees organisations is multiple unions at all levels with

duplication and overlap. In almost all departments there are rival organisations at the national level. The relations between these organisations are quite often strained leading sometimes to bitterness. There are differences and disagreements on many issues and on methods of approach in pressurising the government. Agitation and personal rivalries for the leadership were based on ideological and political considerations.

Check Your Progress - Exercise 3

1. What are the important problems of civil service unions?

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2. Indicate the constitutional provision which guarantees the right to form associations.

1. Article 19 (1) C of the Constitution
2. Article 18 (1) B of the Constitution
3. Article 19 (1) D of the Constitution

3. Which of the following statements is incorrect?

- a) the conduct Rules of Civil Service Unions which were amended in 1957 prohibit them to participate in strikes and demonstrations.
- b) Outsiders are allowed to be the office bearers of the civil service unions.
- c) Outsiders are allowed to be the office bearers of the Trade Unions.

4. Explain the difference between a Trade Union and Civil Service Association.

Trade Union	Civil Service Association
1.	1.
2.	2.
3.	3.

20.4 STAFF RELATIONS

Civil service organisations in Government of India and other states have been demanding redressal of their grievances pertaining to service conditions. The major demands pressed by the employees are :

1. Pay revision and appointment of Pay Commission.
2. Payment of Dearness Allowance (D.A.), full neutralisation in rise of prices, merger of D.A. with basic pay and other allowances like House Rent Allowance and City Compensatory Allowance.
3. Revision of conduct rules, recognition rules and leave rules etc.
4. Settlement of disputes by setting up proper grievance redressal machinery like Whitley Councils in U.K.
5. Free and full trade - union rights.
6. Welfare facilities - medical and educational allowances, residential quarters etc.

To secure their demands, about 80 million employees in Central and State Governments have organisations in almost all the departments in all the States and Local Governmental institutions. At All-India Level and the State Level the employees organised Confederations of Central Government employees and workers and the All-India State Government Employees Federations. The non-gazetted officers, teachers and other workers have been very actively organised as powerful pressure groups. The employees' organisations have adopted a variety of means, to get their grievances redressed. These include representation through petitions, memorial, wearing badges with captions, negotiations, lobbying with members of the legislature to raise their problems in the respective Legislatures, demonstrations, processions, work-to-rule, token fasts, indefinite fasts, dharnas, picketing, pay strikes, pen-down strikes, token strikes and as a last resort General Strikes for an indefinite period.

20.4.1 Redressal of Grievances

Redressal of the grievances of the employees on a regular and permanent basis through joint consultation accepted by the Government of India, has not been accepted in principle by many state Governments. Adhoc arrangements have been followed as and when the situation demanded. Settlement of disputes through an accepted system has not been the policy of the State Governments. Strikes by State Government employees and Central Government employees particularly when the general elections are declared have become common to bring pressure on the Government to accept their demands. As the State Governments have not accepted collective bargaining or Joint Consultation in principle or in practice, the governments and employees'

organisation test their mutual strengths depending on the situation. The governments have resorted to settling the disputes by appointing Pay Commissions and following other adhoc measures through talks and negotiations. However, the relations between the Governments and their employees are often strained. Therefore, a democratic Government must establish democratic methods to settle the disputes in a democratic way leading to peaceful and cordial relations between the Government and the Staff.

Civil service staff relations occupy a significant place, particularly in a developing country like India. For, the activities of the Government have become increasingly important as they have grown in magnitude and scope. The Government's commitment to establish a welfare state and the socialistic pattern of society through planned development and the achievement of the objectives of the Government need the full cooperation of the employees for the successful implementation of the plans and programmes.

The need for joint consultation and staff cooperation was realised for the first time by the Government of India due to the pressure of the Second World War, for smooth functioning of the civil service. The strike notices served by the employees of the Railways and the P & T immediately after the war, compelled the Government of India to recognise the need for a formal and permanent negotiating machinery.

20.4.2 Demand for Whitleyism

To solve the problems of the employee in a regular manner through institutional arrangements, the Government of India has, since Independence, considered the question of establishing a Whitley-type of machinery as in Britain. The question was referred to the First and Second Pay Commissions in 1947 and 1957 respectively and on the recommendations of the Commissions, the Government introduced in 1954 on an experimental basis, the Staff Committees on the model of Whitley Councils, and later in 1957 they were renamed as the Staff Councils.

Accordingly some 30 Staff Councils were set up in the various Ministries/ Departments and Attached Offices of the Government of India. But the Associations/Unions of employees rejected and disassociated themselves from the Staff Councils as they were merely adhoc and advisory bodies, limited in scope, not vested with any power and without any means for settlement. In 1957, the threat by a section of the employees to go on strike on issues of pay and allowances, led to the appointment of the Second Pay Commission in 1957.

The Staff Committees and Councils had suffered from conceptual and ideological, constitutional and functional, and attitudinal and psychological shortcomings. They could not improve staff relations. The Second Pay Commission, therefore, recommended the setting up of a Joint Consultative Machinery on the lines of the Whitley Councils in the U.K. along with a provision for compulsory arbitration.

In 1960, the Central employees went on a General Strike for five days, due to the unresolved

dispute between the Government and the employees on the question of a need-based minimum wage and the dearness allowance formula and demanded the establishment of a machinery for Joint Consultation and negotiation on the Whitley pattern.

Immediately after the strike, the Government recognised the necessity of such a machinery. Accepting the recommendation of the Second Pay Commission, the Government announced their decision in 1963 to establish a Joint Consultation and Arbitration Machinery.

20.4.3 Joint Consultative Machinery

Joint Consultation in Civil Service Staff relations is the recognition of the right of Government employees to associate and participate in the decision making process affecting the working conditions of civil service. Keeping this in view the Government of India introduced a Joint Consultative Machinery and Compulsory Arbitration (J.C.M.) for Central Government Employees in 1966.

It may be noted at this stage that there were separate arrangements for negotiation and consultation in the Ministry of Railways, the Ministry of Defence and the P&T. While the Ministry of Railways (1952) and the Ministry of Defence (1954) each established a Permanent Negotiating Machinery (P.N.M.) the P & T Department negotiated with their employees through a system of "monthly and bi-monthly meetings" from 1954. The system of negotiation and the working of the machineries in these departments were some what more satisfactory than those in other Departments. It is interesting to note that except the Ministry of Defence, the other two ministries retained their arrangements along with the new scheme of J.C.M.

The J.C.M. scheme inaugurated at the national level in October, 1966 was considered as a landmark in the history of staff relations and it was expected that the scheme would bring the government and the employees into a new era of fruitful cooperation. Further, it was hoped that it would lead to the creation of mutual good will and promote a favourable atmosphere for the resolution of disputes through peaceful means, through mutual discussion and negotiation. The scheme considered the outcome of the new developments in fields of civil service unionism, the changing social environments, the changing concept of the government and the evolution of human relations approach.

The Scheme is an adhoc, voluntary and supplementary arrangement to the existing facilities. It came into existence as a result of the declaration of a joint intent by the government and the employees' organisation.

The novelty of the Scheme is that it covers both the industrial and non industrial employees of the Government of India. It does not cover all the employees of the Government as the Whitley Councils in the U.K. and includes only the class III, class IV, employees (about 2.6 millions in 1966). Thus, the class I class II and some other employees were excluded from the scheme.

The scheme provides for a three-tier structure of Joint Councils at the National, Department

and Regional and Office levels. The Joint Councils deal with all matters relating to conditions of work, welfare of employees, all standards of work and efficiency. As regards matters of recruitment, promotion and discipline, however, consultation is limited only to matters of general principles and individual cases were not to be considered.

The National Council is the highest body. It deals with matters affecting Central Government employees generally, such as minimum remuneration, allowances and pay of certain common categories. The Department Councils deal only with matters affecting the employees in the departments concerned. The Regional and Office councils deal with regional or local issues.

The J.G.M. is a bi-partite body consisting of representatives of the Government of India (the official side) and the representatives of the employees' organisations (the staff side). The official side is nominated by the Government. A government official functions as the Chairman of a Joint Council. The Staff side is represented by members nominated by the employees' organisations recognised by the Government. Thus, any organisation of employees which wants to participate in the Scheme, should fulfil two conditions. First, it should satisfy the test of a broad and adequate representation of at least 15% of the categories of employees it seeks to represent. Second, it should be recognised by the government.

The Joint Councils function at various levels through discussions and negotiations. The official side is expected to conclude matters at meetings of the councils and not reserve them for a later decision by the Government. The councils may appoint committees to study and report on matters falling within their scope. All the agreements arrived at between the two sides of a council become operative subject to the final authority of the Cabinet. If there is no agreement between the sides on a matter, and a final disagreement were to be recorded and the matters can be decided through arbitration it would be referred to arbitration, if either side so desires.

Check Your Progress - Exercise 4

1. What do you mean by "Redressal of grievances"?

- a) Problem making
- b) Problem solving
- c) Problem continuation.

2. Explain the concept of Whitleyism.

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3. Which of the following is the main objective of the Staff Councils?

- a) Improvement of Staff relations
- b) providing facilities
- c) looking after family welfare.

4. What are the main objectives of JCM?

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5. Who is the Chairman of the JCM ?

- a) Government Official
- b) Employees representative

20. 5 SUMMING UP

As the relations between the employees and the employer are generally not harmonious and cordial, there is need for an association/union which strengthens the hands of the employees and enables them to fight unitedly for their just and genuine demands. For a long time, the right of the employees to form unions was not recognised. Now, it has come to stay. The major grievances of the civil service organizations in India pertain to service conditions such as pay revision, payment of D.A. etc. In order to get their grievances redressed the Unions have been resorting to strikes. There is no permanent machinery to redress the grievances of the employees on a regular and permanent basis. Attempts have been made by the government of India to solve the problems of the employees in a regular manner through institutional arrangements. The result is formation of staff councils. The fact that these councils have not been meeting regularly tells about their utility and impact.

20.6 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. (a) Railways and Posts & Telegraphs

Exercise 2

Your answer must consist of the following points.

- (i) Rise in the cost of living
- (ii) Russian revolution of 1917
- (iii) The establishment of I L O in 1919
- (iv) The national movement for independence
- (v) The unhelpful attitude of the government

Exercise 3

1. The important problems of civil service unions are related to:
- (i) the right to form associations
 - (ii) the right to recognition
 - (iii) the right to strike
 - (iv) the right to affiliation
2. (a) Article 19 (1) C of the Constitution
3. (b) Outsiders are not permitted to be the office bearers of the civil service unions
4. The differences between these two is explained in a tabular form.

Trade Union	Civil Service Union
1) Formed by the workers employed in an industry or Trade	1) Formed by non-industrial employees
2) Registered under the Trade Unions Act, 1926.	2) Formation is subject to the Central Civil Service (Conduct) Rules of 1959.
3) Outsiders are allowed to be the office bearers of the Union.	3) Outsiders are not permitted.

Exercise 4

1. (b) problem solving
2. The Whitley Councils in Britain were named after Sir Whitley. These are also known as 'Staff Councils or Committees in India. The process followed for resolving the conflicts between employer and employees and the principles that guide them is known as 'Whitleyism'.
3. (a) Improvement of staff relations
4. The main objective of JCM (Joint consultative Machinery) is to create mutual goodwill and promote a favourable atmosphere between the employer and the employees for the resolution of disputes through peaceful means, mutual discussion and negotiations.
5. the Government officials.

20.7 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

1. Explain the origin and growth of civil service unions in India and examine its role in administration.
2. Critically examine the major problems of Civil Service unionism.
3. Examine the major grievances of civil service in India.
4. Mention the aims and objectives of civil service unions.

II. Write a short note on the following in about 15 lines each.

1. Joint Consultative Machinery
2. Right to strike
3. Whitley Councils
4. What do you mean by redressal of grievances

20.8 REFERENCE BOOKS

1. V. Bhaskar Rao, Employer-Employee Relations
2. Avasthi & Meheshwari Public Administration, Laxminaran Aggarwal, Agra, 1984.

WRITER : V. BHASKAR RAO

UNIT - 21: BUDGET : MEANING, IMPORTANCE, PRINCIPLES AND TYPES

Contents

- 21.0 Objectives
- 21.1 Meaning
- 21.2 Importance
- 21.3 Principles
- 21.4 Types of Budget
 - 21.4.1 Line-item budgeting (Traditional budgeting)
 - 21.4.2 Performance budgeting
 - 21.4.3 Planning Programming Budgeting (PPB)
 - 21.4.4 Management by objectives (MBO)
 - 21.5.5 Zero-base budgeting (ZBB)
- 21.5 Summing up
- 21.6 Answers to Check Your Progress
- 21.7 Modci Examination Questions
- 21.8 Reference Books

21.0 OBJECTIVES

The objective of this unit is to acquaint you with the principles of budget making. At the end of this unit you would be able to:

- explain its importance,
- identify the principles of budget making, and
- describe the types of budget.

21.1 MEANING

The word 'budget' is derived from the French word 'bougette'. It means a sack or pouch. The Chancellor of the Exchequer used it to carry his papers pertaining to government's financial scheme for the ensuing year. Now the term refers to the financial papers not to the container.

21.2 IMPORTANCE

All the financial affairs of the state are regulated through the budget. The legislature exercises effective control over the government through the Budget. The functions of the administration are not directly controlled by the Budget but all the functions of financial nature like borrowings, collection of revenues etc., must be authorised by the legislature. Thus, the Budget acts not only as an instrument of financial administration but also as an efficient and economic tool of the public affairs. In a parliamentary democracy, the financial and legal accountability of the executive to the legislature is fulfilled through the Budget.

Check Your Progress - Exercise 1

1. What is the difference between the old meaning and new meaning of the term budget?

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2. The word 'bougette' has been derived from.....

- (a) English
- (b) French
- (c) Latin

21.3 PRINCIPLES

It is necessary to know the important principles of the budget, to achieve the desired results. Some of the principles are.

- (i) Budget should be balanced: This means that the revenue and expenditure should be one and the same. If the expenditure is more than the revenue, it is called Deficit Budget. If the expenditure is less than the revenue, it is termed as Surplus Budget.

- (ii) **Estimates should be on Cash basis :** This means that the revenue and expenditure should be what is expected to be actually spent or received during the year.
- (iii) **One budget for all financial transactions:** It is necessary that there should be one budget for all the financial transactions of the government to have an over all financial picture.
- (iv) **Budget formulation is the responsibility of the Executive:** The running of the administration is the responsibility of the Chief Executive, so he is in the best position to say what funds are required for it. So the budget should be formulated by the Chief Executive. Since budget preparation is a difficult task, he should be aided by specialists. In India, the Ministry of Finance helps the Chief Executive.
- (v) **Budgeting should be done on the basis of gross and not net income :** The receipts and expenditure should be clearly depicted in the budget, and not merely by resultant net position.
- (vi) **Estimating should be, as far as possible, exact :** Estimating should be exact. There should neither be overestimation nor underestimation, as this results in false estimation.
- (vii) **Annuality of the Budget:** The budget should be prepared on an annual basis as a year is a reasonable period of time, for the legislature to grant financial authority to the executive.
- (viii) **Rule of lapse:** The money granted for a particular year should be used in the same year. If a part of the money is unspent, it cannot be saved for the next financial year. That money should revert back to the public treasury.

The above-mentioned principles are not absolute. In a developing country like India, it is very difficult to follow the principle of balanced budget, as there are limited resources and unlimited wants. Even the principle of one budget for all financial transactions is not followed in India. The annuality principle and the rule of lapse are followed in India. It is complained that the rule of lapse principle has led to serious disadvantages. Being anxious of preventing the lapse of grants, the administrative ministries rush through expenditure towards the close of financial year, (i.e.) in the month of March and this is termed as 'March Rush'.

Check Your Progress - Exercise 2

1. If the expenditure is more than income then it is called as
 - (a) Deficit Budget
 - (b) Surplus Budget

2. Rule of lapse means

- (a) The money granted for a particular year should be used in the same year.
- (b) The unspent money can be used next year.

21.4 TYPES OF BUDGET

Now, a look at the types of the Budget. The following are the various types of budget.

21.4.1 Line-item Budgeting (Traditional budget)

Line-item budget is also called as traditional budget. Each item on a piece of paper has an item say 'pens' on the left side followed by a cost of those pens on the right side. Hence, the traditional budget has acquired a descriptive title of "line-item". The focus of this type of budget is on what a project requires such as staff, buildings, equipment etc. This type of budget is known as control-oriented stage of budgetary thought.

21.4.2 Performance budgeting

Performance budget is defined by the Administrative Reforms Commission of India as "a technique for presenting government operations in terms of functions, programmes, activities and projects". In 1949 the Hoover Commission's report gave this name to budget. It focusses attention on the work to be done rather than upon the things to be acquired such as equipment, personnel etc. It shifts the emphasis from means to ends. In this type of budget an administrator will ask questions such as how many patients will be served by the hospitals, how many students will be educated by the schools etc. Under a line-item budget an administrator will ask questions such as how much it would cost to establish a school or hospital. The performance budget is also called as 'programme budget' because it tells in advance what activities the departments as a whole are authorised to carry forward. Since the focus is on the management of resources, this budget is regarded as management oriented budget.

21.4.3 Planning-Programming-Budgeting(PPB)

According to Nicholas Henry, planning is the defining and choice of operational goals of the organization and the choice of methods and means to be used to achieve those goals over a specified time period. Programming is the scheduling and implementation of the particular projects designed to fulfill an organization's goals in the most favourable, efficient and effective way possible. Budgeting is the price estimate attached to each goal, plan, programme and project. PPB is concerned with inputs, outputs, effects and alternatives.

The main advantage of PPB is that it sharpens and clarifies the policy options available to administrative decision-makers. It also coordinates the various programmes of the agency. The unfavourable aspect of PPB is that it cannot make value choices. It places stress on the use of quantification.

21.4.4 Management-by-objectives (MBO)

MBO deals primarily with the performance of agency and effectiveness of governmental programmes. It is concerned with programme effectiveness. It sets operational goals centrally and allocates the implementation to on-line managers. It does not ask what allocations there are but asks about the effectiveness of the employed inputs say papers or pens. MBO permits individual initiative and innovation.

21.4.5 Zero-base budgeting (ZBB)

Zero-base budgeting mandates that the entire budget of an agency be reevaluated and that all programmes be justified periodically. Each year's budget is computed from a hypothetical "Zero base". Hence, it is called as Zero-base budgeting. Zero-base means the evaluation of all programmes. ZBB is closely associated with sun set legislation. A 'Sunset' legislation provides that public programmes and or agencies are disbanded after a set period of time.

ZBB is more easily implemented in state or local governments. It tends to overestimate an administrator's capacity to calculate programme effectiveness and underestimates "the importance of political and technological constraints".

Each budgetary form has its advantages and disadvantages. Adoption of one form or the other depends upon the chief executive. However, each form forces the bureaucrat to ask basic questions about the agency's programme and its effectiveness.

Check Your Progress - Exercise 3

1. What is the main difference between Line-item-budgeting and performance budgeting?

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2. State the main advantages of PPB.

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3. What do you understand by Zero-base-budgeting?

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21.5 SUMMING UP

The importance of financial administration need not be over emphasized. It is to government what is petrol to a car. As a subject it comprises several factors concerned with public finance and deals with the principles and practices concerning proper administration of the finances of the state. Any administrative activity of government is determined by the available financial resources. The legislature, the finance department, the audit department and the parliamentary committees are involved in the economic management of financial resources. Since all the financial affairs of the state are regulated through the budget, the following principles are regarded as important guidelines in the formulation of the budget. They are - budget should be balanced, one budget for all financial transactions, estimates should be as far as possible, exact and rule of lapse.

21.6 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. The old meaning of the term 'budget' is a sack or pouch. It referred to the container but not to the contents. The present meaning of the term refers to the financial papers but not to the container.
2. French

Exercise 2

1. Deficit Budget
2. The money granted for a particular year should be used in the same year.

Exercise 3

1. The focus of the time-item budgeting is on what a project requires, whereas the performance budgeting focusses attention on the work to be done rather than upon the things to be acquired.

2. PPB sharpens and clarifies the policy options. It also coordinates the various programmes of the agency.
3. Zero-base budgeting evaluates all programmes every year. It starts every year with a hypothetical "Zero-Base". It also calls for the justification of all on-going programmes.

21.7 MODEL EXAMINATION QUESTIONS

I. Answer the following questions in about 30 lines.

1. Discuss the meaning and importance of budget.
2. Discuss the principles of budgeting.
3. Explain the types of Budget

II. Answer the following questions in about 15 lines.

1. Rule of lapse
2. Z B B
3. Line - Item Budgeting

21.8 REFERENCE BOOKS

- (1) Nicholos Henry : Public Administration and Public Affairs,
Prentice-Hall Inc, Englewood Cliffs, NJ,1980
- (2) Avasthi & Maheswari : Public Administration, Laxminarain Agarwal,
Agra, 1984.

WRITER : P. NARASIAH

UNIT - 22 : BUDGET : PREPARATION AND ENACTMENT

Contents

- 22.0 Objectives
- 22.1 Introduction
- 22.2 Budgetary Process
 - 22.2.1 Preparation
 - 22.2.2 Enactment
 - 22.2.3 Execution
- 22.3 Summing Up
- 22.4 Answers to Check Your Progress
- 22.5 Model Examination Questions
- 22.6 Reference Books

22.0 OBJECTIVES

This Unit explains to you the budgetary processes in the Government of India. After reading this Unit you would be able to :

- explain its preparation,
- portray the stages of approval,
- describe the process of its execution, and
- estimate the controlling devices of the budget.

22.1 INTRODUCTION

Under Art 112 of the Constitution, the President is to submit before both houses of Parliament, at the end of every financial year a statement of the estimated receipts and expenditure of the Government of India, for the coming year. This is what is generally termed as the 'Budget'. In other words it can be called the Annual Financial Statement.

It may be mentioned that there are two budgets at the Union Level (1) The General Budget and (2) Railway Budget. States have their own budgets, according to the federal Constitution.

Check Your Progress - Exercise 1

1. Explain which of the following statements is wrong
 - (a) 'Budget' is a statement of the estimated receipts and expenditure of the Government.
 - (b) Budget' is an annual financial statement.
 - (c) 'Budget' is a statement of annual income.

22.2 BUDGETARY PROCESS

The budgetary process can be broadly (1) Preparation of the estimates, (2) Presentation of the Budget in the legislature, (3) Execution of the Budget and (4) Legislative Control of the Budget. We shall discuss these aspects in brief now,

22.2.1 Preparation

The preparation of the budget begins in the month of July or August, at least 8 months before the commencement of the next financial year. The Finance Ministry, the Administrative Ministries, the Planning Commission and the Comptroller and Auditor General are involved in the preparation.

The Finance Ministry has a major responsibility for framing the budget, but it is the various administrative ministries which provide the details of requirements in their respective departments. The Finance Minister has to be in close touch with the Planning Commission to incorporate the plan priorities in the budget. The Comptroller and Auditor General is also involved, since he is responsible for auditing which is necessary for the preparation of the estimates.

The estimates proforma blanks which are usually called skeleton forms are supplied to the various administrative ministries by the Finance Ministry, to prepare the estimates for the next financial year. These administrative ministries in turn pass on these forms to the disbursing officers, the heads of offices. The estimates prepared by the disbursing officers are sent to their respective Heads of the Departments in two parts -

Part I - : Revenue and standing charges.

Part II - : Those items which are continuing from year to year and also those items which are fresh in the current year.

The head of the department consolidates these estimates for the whole department after scrutiny. The estimates from the various departments are sent to the administrative ministries, where again they are subjected to a close scrutiny in the light of its general policy. These estimates are sent by the administrative ministries, to the Budget Division of the Ministry of Finance, some time in the middle of November.

The Budget Division of the Finance Ministry examines the estimates of expenditure submitted to them by different administrative ministries. It does not go into the policy of the expenditure, which is the responsibility of the administrative ministry itself. Its main concern is economy, because a proper adjustment of the demands of several departments/ministries has to be kept within the available financial resources of the government. Any proposals for new or increased expenditure for any department cannot be incorporated in the Budget, without the concurrence of the Ministry of Finance. In our country the imperative demands of the Five Year Plans, the policy decisions of the Cabinet, the current socio-economic conditions of the country - all these must have a reflection in the budget.

The new proposals are of two types.

- (1) Grants for purchases, constructions etc. called capital expenditure
- (2) Grants for establishment.

Big purchases or constructions like the atomic reactors are undertaken with the concurrence of the cabinet. Even so, the cabinet must give special weightage to the views of the Ministry of Finance when the expenditure to be incurred is large enough.

After all the scrutiny the necessary pruning is made, the Ministry of Finance then prepares an estimate of income and expenditure of the Government as a whole. On the basis of the estimated expenditure and income, proposals regarding fresh taxes are made in the budget. The consolidated Budget is usually kept ready by December.

One financial adviser (who is a junior officer in the Ministry of Finance) is attached to each of the administrative ministries and he works in close liaison with the administrative and finance ministries. In this connection the Comptroller and Auditor General also plays an important role in preparing the budget estimates. He has under him an Accountant General for Central revenue and an Accountant General for each state. One copy of the departmental estimates of the administrative ministries has to be sent to the Accountant-General. Soon after his comments are finalised the Ministry of Finance proceeds to frame the budgetary estimates in the month of December. The Accountant General submits the latest estimates sometime in the middle of February and the Ministry of Finance provides the revised budgetary estimates taking into consideration the latest available estimates of the Accountants General.

The Finance Minister acts in consultation with the Prime Minister with regard to the introduction of fresh taxes and also with regard to the overall budgetary requirements of the individual departments.

Check Your Progress - Exercise 2

(i) How is the budget prepared?

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22.2.2 Enactment

The Constitution of India provides that no taxes can be levied and no expenditure incurred without the prior approval of the Parliament. Therefore, the presentation of the budget to the Parliament and the subsequent passage of the budget through the Parliament is of vital significance. The Finance Minister presents the budget to the Lok Sabha on the last working day of February in the name of the President of India. The budget is laid before the Rajya Sabha after the 'Budget Speech' in the lower house by the Finance Minister. After presentation to the Parliament the budget goes through the following stages

- General Discussion
- Voting of Demands for Grants.
- Consideration and passing of appropriation bill.
- Consideration and passing of taxation proposals (Finance Bill).

(i) Besides the general budget railway budget is separately presented, which goes before the general budget. The speech of the Finance Minister is of great significance as it contains information about the general economic conditions of the country, what new taxes are to be imposed and which of the existing taxes are to be either abolished, decreased or increased.

The discussion on the budget in the Parliament casually takes place one week after the presentation. The Speaker of the Lok Sabha fixes the date and allots time for discussion. The discussion is confined to general principles or policy underlying the budget and also review and criticism of the administration. General discussion takes place in both the houses of Parliament.

(ii) After the general discussion the demands for grants are taken up exclusively by the Lok Sabha. The Speaker of the house in consultation with the leader of the house fixes a time limit for each demand and for the entire expenditure part of the budget. At the end of each time-limit the demand is put to vote. On the last day the speaker puts in all demands, which remain outstanding, to vote and disposes them of whether they have been discussed or not. This is known as "guillotening". A demand, when duly voted, becomes a grant. The house can

reject or reduce a demand but cannot increase it. Twenty six days have been fixed for voting of demands.

(iii) Article 114(1) of the Constitution provides that, after the grants have been made by the lower house a bill which provides for the appropriation out of the Consolidated Fund of India shall be introduced in the house. This bill includes all the grants for the year and it follows the same procedure in the house as any other bill except that no amendments to the grants can be proposed

The upper house or Rajya Sabha discusses the demands for grants and submits recommendations to the Lok Sabha within 14 days, which may or may not be accepted by the Lok Sabha. In other words the upper house does not have a say in making the bill or the demands for grants.

When the budget has been passed by Parliament, it goes for the President's assent. The President cannot return the money bill for reconsideration for the simple reason that it has been presented in his name and his assent to it is a formality.

(iv) The Appropriation act authorizes the government to appropriate money from the Consolidated Fund, but it has not provided from where the money for expenditure would come. Provision is therefore to be made for collecting the required money by way of taxation. For this purpose, the finance bill consisting of taxation or revenue proposals for the ensuing financial year, is placed before the house. The financial bill follows the same procedure as any other bill and is passed by the Parliament. Then the government is authorized to collect the taxes. With the passage of appropriation bill and the finance bill the enactment of the budget is complete.

While framing the budget, government cannot anticipate all its requirements at the beginning of the financial year itself. Some times the original estimates for the service are found insufficient at a later date, during implementation of the scheme. Consequently, supplementary budgets incorporating such additional estimates of expenditure are introduced in the Parliament. The procedure prescribed for the general budget is followed in the case of supplementary budget also.

Check Your Progress - Exercise 3

1. What is the main difference between an Appropriation Bill and the Finance Bill?

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22.2.3 Execution

After the enactment stage comes the stage of execution of the budget. This is the responsibility of the executive and involves the following operations:

- Assessment and collection of revenue
- Custody of public funds
- Disbursement of funds
- Accounting & Audit.

(i) Before the taxes are collected an assessment as to how much amount is to be collected from different individuals, as authorised by the legislature is to be made. The executive devises a suitable machinery and procedure for collecting taxes from the public. Care should be taken to prevent evasion of taxes. The mode of collection of a tax varies according to the nature of the tax. In the case of customs, tax payment has to be made on the spot; in the other cases, bills are sent to the assessee and payment is asked to be made in the nearest treasury. In some other cases, as in the case of income tax, deduction is made at the source (e.g) Salaried Employees. Again, the agents or officials of the government may approach the tax payer directly and get the payment from him which may subsequently be deposited in the treasury. The operations of assessment and collection are usually carried out by two sections in the same organisation.

(ii) All the revenue that is collected has to be placed in safe custody. In former days government treasuries were provided with strong boxes but with the development of the banking system the government revenues are credited in the banks and all the transactions are made through cheques to minimise foul play. The Reserve Bank of India and the State Bank of India conduct the treasury business of the government. Since, not all places have the branches of these banks, the government still maintains the sub-treasuries and the district treasuries.

(iii) Disbursement is the process of withdrawal of money from the government treasuries for payments of the various works. The Finance Ministry designates the head of each administrative department as a controlling officer with respect to the expenditure in his department. These officers, in turn, allocate grants to the disbursing officers, heads of offices working under them.

(iv) The basic unit of expenditure control is the sub-head. The disbursing officer is allocated sub-heads of appropriations. He alone can withdraw money from the treasury. He has to keep the accounts of various transactions to make a report about them to the Head of the Department and the Accountant General. The treasurer also owns the responsibility while making the payments. The power of control of expenditure by the Head of the Department does not stop with allocation of money grants to the disbursing officers. He exercises continuous control over expenditure in his department. The disbursing officers are required to submit the monthly accounts to the controlling officer of their departments. The controlling officer classifies

these accounts and consolidates them under the various sub-heads. He also sends a copy of these accounts to the Accountant General's offices and the Finance Ministry.

✓ A good accounting system is indispensable for proper budgetary control. Systematic accounting supported by vouchers and receipts is to be maintained to ascertain whether the provisions of the budget have been properly implemented or not. Accounting helps to reveal the financial condition of the organisation in all its branches and thus give information to those in responsible positions.

The Railway Accounts and Defence Accounts are kept by the Financial Commissioner for railways and the Financial Adviser for Defence respectively. Since 1976 onwards, departmentalisation of accounts was approved by the Government of India with respect to other departments also. Under this system the Secretary of the Ministry is the Chief Accounting authority for all transactions of the Ministry and its Attached and Subordinate offices. He discharges these responsibilities with the assistance of the financial adviser who in turn is assisted by a Principal Accounts Officer. The Principal Accounts Officer is the head of the Accounts Department. The Attached and Subordinate offices of the Ministry are grouped under one or more Pay and Accounts Offices depending upon the size and area.

Auditing means examination of accounts with a view to determining their correctness. The Comptroller and Auditor General is an independent statutory authority for auditing. He is appointed by the President of India for a period of 6 years or 65 years of age of superannuation whichever is earlier.

Check Your Progress - Exercise 4

1. List out the main stages in the Budgetary Process.

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2. Normally the preparation of budget begins in the month of

- (a) August-September
- (b) June-July
- (c) July-August

3. Indicate which of the following groups of agencies involve in the preparation of budget.

(a) Planning Commission, Finance Commission and National Development Council.

(b) Election Commission, Finance Ministry and Planning Commission.

(c) Finance Ministry, Administrative Ministry, Planning Commission and the Comptroller and Auditor General.

4. Name the ultimate authority that shapes the final budget

(a) Planning Commission

(b) Home Ministry

(c) Finance Ministry.

5. Indicate the date of presentation of the budget to the lok sabha.

(a) 31st March

(b) 1st March

(c) Last working day of February.

6. List out the stages of budget after its presentation to the Parliament.

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7. What do you mean by Finance Bill?

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8. List out the important stages in the execution of the Budget.

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22.3 SUMMING UP

The Finance Ministry is empowered with a near absolute control in the preparation of budgetary estimates. The common complaint by the administrative ministries is that the Finance Ministry has the habit of cutting down the size of expenditure submitted to them. Therefore, the administrative ministries usually project higher figures of estimates of expenditure by drawing up new programmes of action. Here again no new programme can be made without the concurrence of the finance ministry. In all fairness administrative ministries are at the mercy of the Finance Ministry in getting sufficient grants for expenditure. This is especially so since the Legislature does not have the constitutional propriety to increase the demand for grants. If the Finance Ministry commits an error of decreasing grants for a justifiable programme of any department, the legislature has no right to correct. Its motto, in the words of Paul Appleby is "acceptance of precedence and refusal of risks".

The Finance Department also extends control over the technical details of the development schemes and work programmes, though it is not well equipped for this purpose. Consequently elementary and uninformed objections are raised which often result in prolonged discussions with the concerned administrative ministries, leading to inordinate delays.

The Finance Ministry has too much centralised the power of sanction and therefore, the administrative departments have to go to the finance ministry even for small grants of extra expenditure. There is too much control of detail exercised by the Finance Ministry even in trivial matters.

The Estimates Committee in its 9th Report recommended, "After the scheme is concurred in from the financial point of view by the Ministry of Finance the detailed execution of the Scheme and spending of money there on, should be the responsibility of the administrative ministry concerned, which should also be given power to vary or alter the amounts under the sub-heads of the scheme so long as the total outlay is not affected". In his second Report, Paul H. Appleby pleaded for more delegation to subordinate programme agencies.

22.4 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. (a)

Exercise 2

It is the major responsibility of the Finance Ministry to frame the budget. It supplies skeleton forms to various administrative ministries to prepare the estimates for the next financial

year. The administrative ministries in turn pass on those forms to the disbursing officers. The estimates prepared by the disbursing officers are consolidated by the head of the department. The administrative ministries on receipt of the estimates from the heads of departments subject them to close scrutiny in the light of general policy and send to the Budget Division of the Ministry of Finance.

Exercise - 3

An appropriation bill includes all the grants for the year made by the Lok Sabha. It provides for the appropriation out of the Consolidated Fund of India. But, it does not provide from where the money for expenditure would come. Whereas the Finance Bill consists of taxation or revenue proposals. It makes a provision for collecting the required money by way of taxation.

Exercise 4

1. The main stages in the budgetary process are:
 - (i) Budget preparation, (ii) Enactment, (iii) Execution,
 - (iv) Legislative Control over budget.
2. July-August
3. (c) Finance Ministry, Administrative Ministries, Planning Commission and the Comptroller and Auditor General.
4. (c) The Finance Ministry
5. (c) Last working day of February
6. The main stages after its presentation to the Parliament are (i) General discussion, (ii) Voting of Demands for Grants, (iii) Consideration and passing of appropriation bill (iv) Consideration and passing of taxation proposals.
7. The Finance Bill is intended to meet the budget expenditure, which consists of taxation or revenue proposals for the ensuing financial year.
8. The important stages in the execution of the Budget are:
 - (i) Assessment and Collection of revenue
 - (ii) Custody of Public funds
 - (iii) Disbursement of funds
 - (iv) Accounting and Audit.

22.5 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

1. Critically examine the budgetary process in the Government of India.
2. Examine the various stages in the enactment of the budget.
3. Examine the preparation of budgetary estimates in the Government of India
4. Describe in brief the various stages in the execution of the budget.

II. Write a short note on the following in about 15 lines each.

1. Budget
2. Upper House and the Budget
3. Role of Disbursing Officer
4. Article 114 (i) of the Constitution

22.6 REFERENCE BOOKS

1. Avasthi & Maheshwari - Public Administration, Laxminarain Aggarwal, Agra, 1984.
2. Thyararaj - Financial Administration in India.
3. M.P. Sharma - Public Administration in Theory & Practice, Kitab Mahal, Allahabad, 1988.

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UNIT - 23 : PARLIAMENTARY FINANCIAL COMMITTEES

Contents

- 23.0 Objectives
- 23.1 Introduction
- 23.2 The Need
- 23.3 Parliamentary Committees
 - 23.3.1 Public Accounts Committee
 - 23.3.2 Public Estimates Committee
 - 23.3.3 Committee on Public Undertakings
- 23.4 Summing Up
- 23.5 Answers To Check Your Progress
- 23.6 Model Examination Questions
- 23.7 Reference Books

23.0 OBJECTIVES:

This unit is intended to explain the methods and machinery of Parliamentary control over financial administration in India. After reading this unit, you would be able to:

- Understand the need for Parliamentary control over financial administration,
- Describe the composition and functions of Parliamentary Committees, and
- Understand the efficacy of mechanism of Parliamentary control.

23.1 INTRODUCTION

According to George Lloyd, finance is like fuel to administrative machinery. As the machine cannot work without fuel, the administrative machinery also cannot work without finance.¹ The nature and extent of administrative activities are determined by availability of financial resources. The effective utilisation of resources is necessary for the realisation of goals of state. The legislative control over the utilisation of public resources is a sinequa non of democracy. In

this unit, we shall discuss the pattern of legislative control over financial management exercised through the parliamentary committees.

23.2 THE NEED

The effective control over the financial administration of the country involves the detailed scrutiny of financial transactions of Government estimates and accounts. But the Parliament as a whole body, "because of its nature of composition and methods of working" may not be an effective instrument for this purpose. Hence, there is a need for the parliamentary financial committees. Generally the Comptroller and Auditor General helps the Parliament in controlling the financial management of the executive Government. The ultimate responsibility of taking due action on the comments of the C & A G however, rests with the Parliament. This responsibility has, therefore, been delegated to the financial committees of the Parliament. These committees after careful investigation of the report of C & A G, submit their report to the Parliament. These committees are intended to safeguard the public money by (a) scrutinizing regularity and ensuring legality and propriety in the matters of financial administration; (b) ensuring economy; and (c) examining the financial operations of the statutory corporations and Government companies.

Check Your Progress - Exercise 1

1. Why do we need Parliamentary Committees?

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23.3 PARLIAMENTARY COMMITTEES

The Parliamentary financial Committees are (1) Public Accounts Committee; (2) Public Estimates Committee; and (3) Committee on public Undertakings. Let us now discuss their origin, composition and functions in detail.

23.3.1 Public Accounts Committee

(i) Evolution

Among the Parliamentary Committees Public Accounts Committee is considered as the

most important. In India the need for an Accounts Committee was first felt in 1896 by Welby Commission to check the financial irregularities of the executive. But the Commission's recommendation did not evoke any interest either in India or in Britain. With the partial transfer of power to the provincial legislatures under the Government of India Act 1919 Public Accounts Committees were constituted in 1921 at the centre and in the provinces. In the beginning the function of the PAC was to deal with the Appropriation Accounts of the Governor-General-in-Council and the report of the Audit thereon and such other matters as the finance Department may refer to it. That means the Committee was concerned with the (i) regularity, and (ii) financial propriety of the expenditure incurred by the Executive Government.

In the course of time the functions of the Committee were extended covering scrutiny of receipts and examination of all cases of expenditure. With Independence and the framing of new Constitution the position has changed fundamentally. Though no reference to PAC is to be found in the Constitution of India, under Article 118 (1) for the centre and Article 208 (1) (for the states) the legislature is competent to frame rules regulating the procedure and the conduct of its business. The composition and the functions of PAC is mentioned in these rules.

(i) Composition

During the pre-independence days the Committee consisted of 12 members, including its Chairman. Among these eight non-officials were nominated by the Governor-General. The Finance Minister was its Chairman. In 1950 the membership was raised to fifteen and all are elected from Lok Sabha only. But in 1954 this number was raised to twenty-two to give representation to the Rajya Sabha. Now the strength of the PAC is 22 (15 Lok Sabha members and 7 Rajya Sabha members).

(ii) Tenure

The members are elected on the principle of proportional representation by means of single transferable vote. The term of office of the members of PAC is one year. But there is a convention that there should be a two-year tenure of membership to ensure continuity of the Committee. In most cases the members of the Committee are reelected with a view to providing it a core of well experienced members. The Chairman of the committee is nominated by the Speaker from amongst its members. At the centre, a Minister is not eligible for election either as a member of the Committee or its Chairman. But in the case of States, there are instances of Finance Ministers being its members and Ex-Officio Chairman. In majority of cases the Chairmen of the PACs are from ruling party.

(iii) Functions

The functions of the Committee, as embodied in the Rules of Procedure and Conduct of Business, is to satisfy itself:

- (i) That the money shown in the accounts as having been disbursed were legally available

for, and applicable to, the service or purpose for which they have been applied or charged;

(ii) That the expenditure conforms to the authority which governs; and

(iii) That every re-appropriation has been made in accordance with provisions made in this behalf under rules framed by the competent authority.

It shall also be the function of the Public Accounts Committee;

(i) To examine, in the light of the report of the Comptroller and Auditor General, the statement of accounts showing the income and expenditure of state corporations, trading and manufacturing schemes and projects, together with the balance sheets and statements of profit and loss accounts, which the President may have required to be prepared, under the provisions of the statutory rules regulating the financing of a particular corporation, trading concern, or project;

(ii) To examine also the statement of accounts showing the income and expenditure of autonomous and semi autonomous bodies, the audit of which may be conducted by the Comptroller and Auditor-General of India either under the directions of the President or by Statute of Parliament; and

(iii) To consider the report of the Comptroller and Auditor-General in cases where the President may have required him to conduct an audit of any receipts or to examine the accounts of stores and stocks.

The report of the Comptroller and Auditor-General is taken as the basis for the functioning of the committee. To perform its functions, the committee can constitute sub-committees and study groups. The report is considered ministry-wise and the Committee is empowered to send for persons, papers and records. The Secretaries of the Ministries concerned have to appear before the committee to clarify the points raised in the audit report. The Comptroller and Auditor-General attends the meetings of the Committee and acts as its "guide, philosopher and friend". He also explains and acquaints the members with the technicalities of the matters being dealt with.

23.3.2 Public Estimates Committee

To aim at a comprehensive Parliamentary Control over financial administration, however, it becomes necessary to make provisions for a detailed review of the estimates presented to the Parliament with a view to ensuring economy in expenditure in course of the execution of the schemes and projects. The Parliament has the power to discuss the estimates relating to the expenditure charged upon the Consolidated Fund of India. Although the Parliament discusses the estimates for a fairly adequate period, it has neither the time nor the flexibility to probe into the details and the technical aspects of the estimates. In a Parliamentary democracy, therefore, it is desirable that before the estimates are presented to the Parliament, they must be subjected to

scrutiny by an independent financial committee of Parliament. Hence, the need for an Estimates Committee.

(i) Origin

Prior to the constitution of the first Committee on Estimates in 1950, there existed the Standing Finance Committee and other Advisory Committees which were abolished in 1952. But the E C was neither a hangon nor a substitute of the Standing Finance Committee. It was rather patterned on the model of the Committee on Estimates of the British House of Commons.

The demand for the creation of E C was made first time in 1937, on the lines of the Select Committee of the House of Commons. The Finance Member had replied in negative, but the matter was not allowed to rest there. The demand was raised again in 1938 and 1944 respectively, but all these proposals were turned down. Soon after the new Constitution came into force in 1950, the Speaker Mr. Mavalankar informed the House of the decision to set up a Committee on Estimates. Thus, the first Estimates committee came into existence on April, 10, 1950.

(ii) Composition

In the beginning the Committee had 25 members and the membership was raised to 30 in 1956. The members of this committee are elected from amongst the members of the Lok Sabha only according to the principle of proportional representation by means of single transfereble vote. The term of office of the members of this Committee is one year, but the maintenance of continuity is sought by a convention according to which only a third of the members retire every year. A Minister is not eligible for election either as a member or Chairman of the Committee. The Chairman of the Committee is nominated by the speaker from amongst the members of the Committee and if the Deputy Speaker is a member of the Committee he automatically becomes the Chairman of the Committee. The quorum of the committee is 1/3 of the number of members. The Secretarial assistance to the Committee is provided by the Parliament Secretariat.

(iii) Functions

The main function of the Committee is to suggest "economies in expenditure" hence, it has been described as a "continuous economy committee". It is not concerned with "policy" matters. Its business is to ensure that within the framework of the policy of the Government laid down by the House, only the minimum expenditure needed for the purpose of fulfilling the objectives of the Government are incurred. The real business of the committee is to suggest, while accepting the policy and objectives of the Government with which it is supposedly not concerned, how its policy and its objectives could be carried out with the least expenditure of public resources.

The committee examines the estimates referred to it by the Lok Sabha or the Speaker and the estimates which it may deem fit with a view to:

- (i) report what economies, improvements in organisations, efficiency and administrative

reforms, consistent with the policy underlying the estimates may be effected;

(ii) suggest alternative policies in order to bring about efficiency and economy in administration;

(iii) examine whether the money is well laid out within the limits of the policy implied in the estimates; and

(iv) suggest the form in which estimates can be presented to Parliament.

The recommendations of the Committee, usually, relate to improving the organisation and working of the department or ministry; securing economy and providing guidance to general aspects of presentation of estimates.

23.3.3 Committee on Public Undertakings

The extensive growth of Public Sector enterprises after independence led to the creation of a separate Committee on Public Undertakings. The huge investment of Public funds in the Public Sector Undertakings and the regular complaints of their inefficient and wasteful management, led to the demand for more closer Parliamentary scrutiny. The desirability of its creation was first time mooted in 1952 and again the demand was raised in 1953, 1956 and 1958, respectively. It was felt that the PAC and the PEC were not able to devote adequate time to peep into the affairs of these concerns and hence a separate Parliamentary committee was suggested for this purpose. Based on the recommendations of Krishna Menon Committee, the Parliament adopted a motion in November, 1963 to constitute a committee on Public Undertakings. The Committee was formed on May, 1964.

(i) Composition

The Committee consisted of 15 members, ten elected by the Lok Sabha from amongst its members and five from the Rajya Sabha. The number was raised to 22 in 1974 (15 members from Lok Sabha and 7 members from Rajya Sabha). These members are elected according to the principle of proportional representation by means of single transferable vote. The Chairman of the Committee is nominated by the Speaker from amongst the members of Lok Sabha. The tenure of office of the members is one year. The secretarial assistance to this committee is provided by Lok Sabha Secretariat.

(ii) Functions

The functions assigned to the committee on Public Undertakings are:

(i) to examine the reports and accounts of the public undertakings, as are allotted to the committee;

(ii) To examine the reports, if any, of the Comptroller and Auditor-General on Public

Undertakings;

(iii) to examine, in the context of the autonomy and efficiency of the public undertakings, whether the affairs of the public undertakings are being managed in accordance with sound business principles and prudent commercial practices; and

(iv) to undertake such other functions vested in the Public Accounts committee and the Estimates Committee in relation to the Public Undertakings as may be allotted to the committee by the Speaker from time to time.

The Committee should not examine and investigate any of the following matters:

(a) matters of major Government policy as distinct from business or commercial functions of the public undertakings;

(b) matters of day-to-day administration; and

(c) matters for consideration of which machinery is established by a special statute under which a particular undertaking is established.

The committee starts its work at the beginning of the year with the examination of the working of the selected undertaking. The Chairman of the Committee is authorised to ascertain full details of required information from the undertaking concerned. The sources of information for this Committee are:

(i) preliminary and detailed information submitted by the concerned undertaking, related to the subjects to be examined;

(ii) memoranda on the subjects of study submitted by non-official organisations;

(iii) evidence produced by the officials of the undertaking; and

(iv) commercial audit reports and the "Memorandum of Important Points" submitted by the Comptroller and Auditor General.

The draft of the committee is sent to the undertaking/Ministry/Department, Ministry of finance as well as to the C & A G for factual verification. The report is finalised on the basis of the factual information received from these agencies. The final report is submitted to the Parliament.

Check Your Progress - Exercise 2

1. Explain the main functions of Public Accounts Committee.

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2. What is the term of office of the members of the Public Estimates Committee.

- (a) One year
- (b) Two Years
- (c) Three Years

3. Indicate the year of the establishment of the Committee on Public Undertakings.

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23.4 SUMMING UP

In all democracies the Parliament has the control over the finances of the country. The Parliament desires that the moneys voted by it should be put to use, for the intended purpose. As the Parliament lacks sufficient time and special skills to go into the details of Government expenditure, other mechanisms were evolved to assist the Parliament. In this endeavour three parliamentary committees were constituted. They are (1) Public accounts Committee, (2) Public Estimates Committee, and (3) Committee on Public Undertakings. These Committees are intended to safeguard the public money for (a) Scrutinizing regularity, and ensuring legality and propriety in the matters of financial administration; (b) ensuring economy and (c) examining the financial operations of the statutory corporations and Government companies.

23.5 ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1

1. The Parliament meets very rarely and has to concentrate on all the problems of the country. Even it lacks time and specialised skills to go into the minute details of the financial matters

of the Government. Hence it needs committees to assist it in the control of financial affairs of the Government.

Exercise - 2

1. The important functions of Public Accounts Committee are to see that (1) the moneys shown in the accounts as having been disbursed were legally available for, and applicable to, the service or purpose for which they have been applied or charged. (2) that the expenditure conforms to the authority which governs; and (3) that every re-appropriation has been made in accordance with provisions made in this behalf under rules framed by the competent authority.
2. One year
3. 1964.

23.6 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

1. Explain the significance of parliamentary financial committees.
2. Briefly discuss the various types of parliamentary committees.
3. Examine the functioning of Public Accounts Committee.
4. Why do we need a Separate Committee on Public Undertakings.

II. Answer the following in about 15 lines each.

1. Illustrate the causes that led to the creation of Public Estimates Committee.
2. Write a note on the composition of Public Accounts Committee.
3. Discuss the relation between C & A G and Public Accounts Committee.
4. Explain the composition and tenure of office of the Committee on Public Undertakings.

23.7 REFERENCE BOOKS

- (1) P.K. Wattal : Parliamentary Financial Control in India, Minerva Book Shop, Bombay, 1962.
- (2) Hoshiar Singh : Public Administration In India - Theory and Practice, Sterling Publishers, New Delhi, 1976.
- (3) D N Gadhok : Parliamentary Control over Government Expenditure, Sterling Publishers, New Delhi, 1976.
- (4) Udai Narain : Parliamentary Control of Public Administration in India, Chugh Publications, Allahabad, 1981.

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BRAOU

UNIT - 24 : COMPTROLLER AND AUDITOR GENERAL OF INDIA

Contents:

- 24.0. Objectives
- 24.1. Introduction
- 24.2. Differences between Accounting and Auditing
- 24.3. Evolution of the office of the C & A G
- 24.4. Constitutional Position
 - 24.4.1 Appointment
 - 24.4.2 Service conditions
 - 24.4.3 Autonomy of functioning
 - 24.4.4 Removal
- 24.5. Powers and Functions
- 24.6. Personnel
- 24.7. Relations with Public Accounts Committee
- 24.8. Separation of Accounting and Auditing
- 24.9. Summing up
- 24.10. Answers to Check Your Progress
- 24.11. Model Examination Questions
- 24.12. Reference Books

24.0. OBJECTIVE

This unit explains to you the Constitutional position of the C & A G and his functions. After reading this unit you would be able to:

- Describe the significance of C & A G.
- Explain its Constitutional position
- Identify the functions of C & A G.

24.1. INTRODUCTION

The word "accounts" in the financial sense has been defined as statements of facts relating to money, or things having money value. The facts that are incorporated in the accounting records are described as transactions. It becomes necessary that the transactions should be satisfied under various heads, as for example, the names of the various customers or articles dealt in and that the results of transactions under these heads should be arranged in such a form as to show clearly not merely the significance of each separate transaction but also the combined effect of any desired series of transactions. The process through which these aims are achieved is called "Accounting".

Audit in simple words, means the examination of accounts with a view to determining their correctness and of the transactions they undertake to know everything quickly and understand the profit and loss position. Special attention is invited to the clause which says that the Lord of the Manor ought to command, that the accounts be heard every year. This shows that the word "Auditor" is derived from the Latin "Auditor", the ancient practice being that the parties whose accounts were audited should attend before the Auditor and vouch them orally. The practice was perhaps necessary in bygone days when few people could read or write. The men responsible for the accounts had to give assurance for the accuracy of entries and the auditor being specially chosen for his prudence, faithfulness and knowledge of business was able to satisfy the Lord of the Manor that the accounts rendered accurately showed the exact state of affairs.

Check your Progress - Exercise 1

1. What do you mean by 'Audit' ?

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24.2. DIFFERENCES BETWEEN ACCOUNTING AND AUDITING

Accounting and Auditing are very closely related. And yet there exists a great difference between the two. Accounting means keeping systematic record of financial transactions whether of a public authority or of a private concern or of an individual. Unless accounts are properly maintained it is impossible to know how much was received and how much was spent and for what

purpose. In the absence of such knowledge there can be no control. It is only through systematic accounts supported by vouchers and receipts that legality and honesty of the transactions can be determined. Accounting is thus concerned with ensuring that money requisitioned by a department is provided in the Budget and that the money is used by the department only upto the sum which is permitted by the budget. It also ensures that the expenditure is in accordance with the law passed by the Parliament. Audit goes a step further. It has to see that the expenditure is in accordance with the Appropriation Act, that the amounts are correct and that all payments and receipts of money are correct and that all payments and receipts of money are supported by documents and vouchers. It detects errors and frauds and exercises a check on misappropriation and mismanagement. Audit thus begins where accounting ends.

Secondly, the keeping of the accounts is the function of the executive authorities. Those who spend the money must keep accounts and be responsible for the fact that what they have spent was within the grants made by the legislature. The auditors are not to keep the accounts. Their functions should be only to audit the accounts maintained by the spending authorities.

Thirdly, the audit department should have the power to prescribe the accounting system. Only then it can perform its audit duties efficiently. If the spending departments are given the discretion to adopt different methods of accounting it would make the task of audit difficult.

Check Your Progress - Exercise 2

1. Explain the difference between 'Accounting and Auditing'.

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2. Indicate which of the following is the function of an Auditor.

- (a) To keep the accounts
- (b) To audit the accounts
- (c) To record the accounts

24.3. EVOLUTION OF THE OFFICE OF THE C & A G

In India the office of the Auditor General as he was designated before the inauguration of the Republic of India, was for the first time recognised statutorily with the introduction of the

Constitutional Reforms of 1919. In audit matters he was made by statute independent of the Government of India. He was also recognised as the administrative head of the Indian audit department, named as Indian Audit and Accounts Department under the Constitution. Under the provisions of Government of India Act 1935, and the orders thereunder, as well as under the adaptations of the said Act and orders made as a result of the Indian Independence Act 1947 the independence of the auditor was fully secured. He continued to be recognised as the head of the Indian Audit Department.

Check Your Progress - Exercise 3

1. Who is the head of the Audit Department?

(a) The Prime Minister

(b) The President

(c) The C & A G

24.4. CONSTITUTIONAL POSITION

The office of the C & A G of India is created under the provisions of Articles 149 to 151 of the Indian Constitution. The C & A G not only maintains the accounts of the Government in the capacity of an Accountant but also conducts audit of all public moneys disbursed from the Consolidated Fund of India. The performance of both the functions by the Comptroller and Auditor General in India is a historical coincidence.

The Comptroller and Auditor General plays a very important role and acts as an 'extended arm' of the Parliament in controlling expenditure. His report is most impartial and based on factual data. This is so because he is free from any kind of pressures. The role of the C and A G has been described in glowing terms by T.G. Bowles as "acting hand of the Committee" i.e., PAC. At the sitting of the PAC he is invariably present to advise the committee and to help it in extracting the right type of replies from the officials who are called to defend the audit objections.

The relevant Articles from the Constitution speak amply about the position of C and A G.

- (1) The Comptroller and Auditor General of India is appointed by the President by warrant under his hand and seal and is removed from office in like manner and on the grounds as a Judge of the Supreme Court.
- (2) A person appointed to be the Comptroller and Auditor General of India takes an oath of office.
- (3) The Comptroller and Auditor General is not eligible for further office either under the

Government of India or under the Government of any State after he has ceased to hold his office.

- (4) The conditions of service and the administrative powers of the Comptroller and Auditor General are prescribed by the President.
- (5) The Administrative expenses of the office of the Comptroller and Auditor General, shall be charged on the Consolidated Fund of India.

24.4.1 Appointment

The Comptroller and Auditor General of India is appointed to the office by the President on the advice of the Prime Minister. The incumbent of the post is one who has held high positions in the Central Government, because a considerable knowledge and wide experience of the administration of the Government functioning is considered most important for this office.

24.4.2 Service Conditions

The salary and other conditions of service of the Comptroller and Auditor General shall be such as may be determined by the Parliament by law and until they are so determined shall be as specified in the Second Schedule.

Provided that neither the salary of a Comptroller and Auditor General nor his rights in respect of leave or absence, pension or age of retirement shall be to his disadvantage after his appointment.

24.4.3 Autonomy of Functioning

It will be observed that the object of these provisions of the Indian constitution is to secure the independence of the C and A G from the control of the executive authority of the Government, so that he can discharge his duties without fear or favour. "The position of the Auditor General is unique in many respects. Although he is a Civil Servant by training and though he works with the civil service and his sub-ordinates are civil servants, he is not one of them. His constitutional status and duties keep him in a special position. He is in the words of Sir Frank Tribe himself, 'very much a lone wolf'. Unlike any civil servant he has no chief. He has statutory duties and large discretionary powers and though it is his job to aid the house, the responsibility for his action is his alone".

The status of the C and A G is on par with that of the Supreme Court Judges. He draws the same pay as the Judge of the Supreme Court. The C & A G is entitled for a special rate of pension. Under the existing provisions he holds office for a period of six years from the date he assumes office or until he attains the age of 65 years, whichever is earlier. He may resign his office by writing to that effect to the President.

24.4.4 Removal

The C & A G can be removed from office by an order of the President passed after an address by each house of Parliament. It should be by a majority of not less than two thirds of the members present and voting. The grounds for the removal of the C & A G are proved misbehaviour or incapacity.

Check Your Progresss - Exercise 4

1. Name the appointing authority of the C & A G.
 - (a) The president of India
 - (b) The Prime Minister
 - (c) The President of India on the advice of the Prime Minister.

2. Explain the method for the removal of the C & A G.

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24.5. POWERS AND FUNCTIONS

The duties and powers of C & A G have been prescribed in the Constitution. His statutory duties and powers cover both the accounting and auditing of all the financial transactions of the Union and the States. In the matter of accounting his responsibilities are well defined. They conform to the traditional functions of an accountant, except that the form in which the accounts of the Union and the states are to be maintained is prescribed by him with the approval of the President.

The Constitution further provides 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 the State shall be submitted to the Governor who shall cause them to be laid before the Legislature of the States".

An Auditor, to discharge his responsibilities faithfully, must be independent of the executive for he has to examine the financial conduct of the executive. It will be seen therefore, that the C and A G is completely independent of the executive statutorily and is entirely in the service of

the Parliament. The provision, therefore, constitutes the most important step towards effective Parliamentary control of finance hence he exercises the powers and performs duties as at the commencement of the Constitution.

The statutory duties of the Comptroller and Auditor General include audit of:

- * receipts and expenditures from the Consolidated Fund of India and of the States and Union Territories
- * transactions relating to the Contingency Funds and Public Accounts
- * trading, manufacturing, profit and loss accounts and balance sheets and other subsidiary accounts kept in any Government Department
- * authorities and bodies substantially funded from the Consolidated Funds.

To enable him to discharge the duties effectively the C & A G is empowered to:

- * inspect any office subject to his audit
- * call for any books of accounts
- * call for such information as he may require for the preparation of the accounts.

It is the duty of the C & A G, to give to the Union Government and to the Government of every state, such information and assistance which they may require in the preparation of their annual financial statements.

The form in which the accounts of the Union and States shall be kept is prescribed by the President on the advice of the C & A G. He also plays a crucial role in Union-State financial relations by certifying the share assignable to the states out of the taxes collected by the Union.

Audit of Propriety :

It means the expenditure could be avoided if a little care is taken. The C & A G will have to skillfully highlight the executive excesses in financial matters beyond the Parliamentary approval. He should also check whether the money is spent for the same sanctioned purpose. To keep up the audit propriety the auditor should check the vouchers and scrutinize certain aspects of expenditure which fall beyond the formal audit in order to assure himself about the wisdom, faithfulness and economy in such an expenditure.

However, there are certain fields which are outside the purview of audit. Important among such fields are; (1) Secret service expenditure (2) Contributions to International Organisations (3) Contributions to institutions.

Check Your Progress - Exercise 5

1. List out the important powers of the C & A G.

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24.6. PERSONNEL

There are about 60,000 employees under C & A G divided into 4 categories. About 605 IA & AS Officers are working besides a number of Audit Officers, Accounts Officers, Assistant Officers etc. The direct recruitment to Indian Audit and Accounts Service (IAAS) is through annual combined competitive examinations. There is no direct recruitment to Group "B" posts i.e., Accounts Officer/Audit Officer/Assistant Audit Officers.

24.7. RELATIONS WITH PUBLIC ACCOUNTS COMMITTEE

The accountability of the executive to the Parliament in a democratic form of Government is absolute. This accountability in the field of financial administration is secured through the reports of the C & A G who is rightly described as, 'the guide, philosopher and friend', of Parliamentary Committee on Public Accounts. Audit of Public Accounts by an independent authority is an essential ingredient of Parliamentary control over expenditure. His functions are not merely to ensure that the appropriations made by the Parliament have not been exceeded without a supplementary vote or that the expenditure conforms to the rules, but also to satisfy himself, on behalf of the Parliament, as to its wisdom, faithfulness and economy'.

The PAC is without doubt, a powerful organ of the Parliament. As regards the function of the PAC, its main function is to examine the Appropriation Accounts containing the appropriation of moneys granted by the Parliament, the annual finance accounts of the executive Government and such other accounts laid before the house as the Committee may think fit. While scrutinising the appropriation accounts and the Audit report thereon by the C & A G the PAC has to satisfy itself on the following points. Firstly, the public money has to be spent by the executive Government, as the Parliament intended it to be spent. Secondly, due economy has to be exercised in the financial transactions of the executive Government. Thirdly, that high standards of public morality have to be observed in all matters of finance. It shall be also the duty of the PAC.

- (1) to examine, in the light of the report of the C & AG, the statement of accounts showing income and expenditure of the State Corporations, trading and manufacturing schemes, concerns and projects together with the balance sheets and statements of profit and loss which the President may have required to be prepared or are prepared under the provisions of the statutory rules regulating the financing of a particular corporation, trading or manufacturing scheme or concern or project and the report of the C & AG there on. The exempted public undertakings are those allotted to the Committee on Public Undertakings.
- (2) to examine the statements of accounts showing the income and expenditure of autonomous and semi-autonomous bodies, the audit of which may be conducted by the C & AG, either under the directions of the President or by a statute of Parliament; and
- (3) to consider the report of the C & AG in cases where the President may have required him to conduct an audit or any receipts or to examine the accounts of stores and stocks.

The main function of the PAC is to examine the report of the C & AG in order to ascertain that the moneys granted by Parliament have been spent by the executive Government within the scope of the demands. It demands that expenditure should not exceed the appropriations made without Parliamentary approval. It also demands that the nature of the items and expenditure complied against a grant should warrant their being so recorded. This examination is important to ensure that a vote of Parliament has not been avoided by the executive by adjusting expenditure in excess of a grant with another vote where saving has occurred. It also requires that a grant should have been expended only on purposes set out in details in the budget estimates and not on any service not completed in the demand. The Committee is assisted in discharging this function by the Audit Report of the C & AG on appropriation accounts, which specify cases where: (a) grants have been exceeded (b) budgeting is defective or control over expenditure is inadequate or (c) moneys have been spent without proper sanction, either of the legislature or of the competent executive authority. The functions of the committee extend 'beyond the formality of expenditure' to its wisdom, faithfulness and economy. The Committee also has a duty to ensure due economy in expenditure and to draw attention to cases of waste, extravagance, losses etc. The aim of the committee is to maintain high standards of public morality in all financial matters.

The Committee is not concerned, however with the matters of policy in the broader sense. As a rule it refrains from expressing an opinion on matters of general policy. But it is competent to point out and express an opinion whenever there has been extravagance or waste in carrying out that policy.

Check Your Progress - Exercise 6

1. Explain the main function of the PAC.

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24.8 SEPARATION OF ACCOUNTING AND AUDITING

The system of combined accounts and audit is however unsound in theory as it is likely to affect the independence of audit, by combining with it the functions of accounts which are entirely those of executive authorities. The question of relieving the audit department of accounting functions has been revived as part of the proposal of reorganization of the administration. This principle must necessarily be applied where ever accounts form an integral part of the organizations. There must be an external agency which is independent to ensure that the internal accounting organization has not failed to discharge responsibilities and has not been forced by the administration into admitting questionable claims or into overlooking irregular practices. The present arrangement ensures economy in man power, arrests dilution in competence already visible and provides for specialization leading to increase in efficiency. These considerations should not be lightly dismissed. In any event, the transfer of accounts to administration is an intricate and involved question, not only against the background of the evolution of the present patterns but also with reference to India's peculiar administrative and financial arrangements.

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 of the Parliament. A combination of these two essentially distinct functions in a Parliamentary officer is good neither for the executive administration nor for the Parliament. It is almost as bad as a combination of executive and judicial functions.

This glaring defect of Indian system of combining accounting and auditing functions in the same person has been spotlighted by Wefey Commission. In some states in some departments, the two functions were once separated but the separation could not last long for reasons of economy. Various Comptroller and Auditors General themselves have condemned this system from time to time and asked for separation of the two functions. The PAC in its report expressed

itself in very strong terms in favour of separating accounting from Auditing and recommended to the Government to do the needful. The ARC in its Report on Finance Accounts and Audit also recommended the separation to achieve better results for the financial transactions of the Government.

Check Your Progress - Exercise 7

1. Why accounting should be separated from auditing?

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24.9. SUMMING UP

The C & AG is an independent constitutional authority. He is appointed by the President of India by warrant under his hand and seal. Unlike other constitutional authorities, the C & AG has to take an oath of office before the President, or some person appointed on behalf of him. He is 'very much a lone wolf'. He has statutory duties and large discretionary powers. He was required to perform two functions, i.e., as (a) an accountant and (b) as an auditor. At present, he is performing only auditing function. The office of the C & AG is criticised as a relic of the colonial rule.

24.10. ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1

- (1) Audit means, the examination of accounts to determine their correctness.

Exercise - 2

- (1) Accounting is the work of an accountant and is confined chiefly to the checking of arithmetical accuracy of the book of accounts, extraction of an agreed trial balance, preparation of trading account, profit and loss account and balance sheet in such a way that one can clearly know the state of affairs of the business. Auditing involves a detailed and critical examination and verification of such accounts by an auditor for the purpose of ascertaining the true and correct position of a concern.
- (2) (b) To audit the accounts.

Exercise - 3

- (1) The C & A G.

Exercise - 4

- (1) (c) The President of India on the advice of the Prime Minister.
- (2) For the answer see 24.4.4 'Removal'.

Exercise 5

- (1) The important powers of the C & A G include:
 - (a) inspection of any office,
 - (b) calling for any books of accounts,
 - (c) calling for any such information as he may require for the preparation of any account.

Exercise - 6

- (1) The examination of the report of the C & A G in order to ascertain that the moneys granted by the Parliament have been spent by the executive Government within the scope of the demands in the main function of the P A C.

Exercise 7

Accounting is the function of executive authorities. It is the responsibility of auditing agency to check irregularities and to disallow questionable claims of the executive. Hence auditing should be entrusted to an independent agency in order to ensure that the internal accounting organization has not failed to discharge its responsibilities.

24.11. MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

- (1) Examine the Constitutional position of the C & AG and state the peculiar features of the accounts and audit system in India.
- (2) Enumerate the powers and functions of the C & A G.
- (3) Examine the relationship between the C & A G and PAC.
- (4) Comment on the separation of Accounts and Audit.

II. Write the following in about 15 lines.

- (1) Distinguish accounting from auditing.
- (2) What is the main function of PAC.
- (3) Explain the method for the removal of the C & A G.
- (4) Appointment of C & A G.

24.12. REFERENCE BOOKS

- (1) D.D. Basu : Shorter Constitution of India, Prentice-Hill of India,
New Delhi - 1983.
- (2) A.C. Kapoor : Select Constitutions, S. Chand & Co., New Delhi - 1983.

WRITER : Smt. VENKAMMA

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BLOCK - IV

ADMINISTRATIVE REFORMS

Though administrative reforms are the hard work of a few, the need for them is realised, felt and advocated by many. In view of the importance of reforms in administration, the Government of India and State Governments appointed from time to time several administrative reforms commissions and committees. The unit on Administrative Reforms in India under this Block deals with administrative reforms both at the central level and also at the state level with special reference to Andhra Pradesh.

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UNIT - 25 : ADMINISTRATIVE REFORMS IN INDIA

Contents

- 25.0 Objectives
- 25.1 Introduction
- 25.2 Need for Reforms
- 25.3 Reforms at Central Level
- 25.4 Reforms in other States
- 25.5 Reforms in Andhra Pradesh
- 25.6 Summing Up
- 25.7 Answers to Check Your Progress
- 25.8 Model Examination Questions
- 25.9 Reference Books

25.0 OBJECTIVES

This unit tries to draw your attention to the need for Administrative Reforms. At the end of this unit you would be able to:

- assess the need for reforms,
- describe the reforms suggested at the union level, and
- explain the administrative reforms in A.P.

25.1 INTRODUCTION

The administrative targets change as the needs of the community change in quantity and quality. The administrative techniques are to be modified by making use of the methods evolved from time to time by the scientific and technical knowledge. This will help to secure the ideals of the Welfare State for the people at the earliest possible time. Thus the administration cannot afford to be a static factor.

Establishment of a Welfare State is the objective in almost all the countries of the world.

India is also aiming at the establishment of the Welfare State. It is the duty of the government to provide all kinds of facilities and services to the people to enable them to meet their changing needs. So the government cannot afford to be a rigid machinery. As the needs of the people change the functions of the government increase and new techniques have to be evolved. So Public Administration should have adaptability and flexibility to meet the ever changing requirements of the people.

25.2 NEED FOR REFORMS

India is a democratic country. The representatives of the people are expected to make use of the governmental machinery for the good of the people. In order to improve the standard of living as well as the quality of life of the people, the Indian administration should gear up its capacity of perception and find solutions to the problems of the masses. For this, timely reforms are required both structurally and functionally. The Government of India have formed the Administrative Reforms Commissions to suggest ways and means of improving the administration in such a manner that it is able to respond to the changing needs of the people.

25.3 REFORMS AT CENTRAL LEVEL

The following are some of the Committees appointed by the Central Government.

1. Reorganization of the Machinery of Government (Chairman : N. Gopaldaswami Ayyangar), 1949.
2. Report on Public Administration (Chairman : A.D. Gorwala), 1951.
3. Public Administration in India - Report of Survey (Chairman : Paul H. Appleby), 1953.
4. Administrative Reforms Commission (Chairman : Morarji Desai), 1966.

Some of the recommendations made by the above listed committees are as follows:

Gopaldaswami Ayyangar Committee, 1949

1. The Ministry would be identified with the Minister's charge, a Department would be identified with a Secretary's charge.
2. Central Secretariat should be divided into 37 primary units of organization consisting of 28 Departments, 8 Central Administrative Offices and a Cabinet Secretariat.
3. The Cabinet Secretariat should have standing committees like Defence Committee Economic Committee, etc.
4. Creation of Organization & Methods Division in the Home Services Department of the Ministry of Home Affairs.

Gorwala Committee, 1951

1. Give first place to first things and make the best use of the best people.
2. Insist on demonstrable standards of integrity.
3. Reorganize the administrative machine so as to ensure greater speed, effectiveness and responsiveness.
4. Arrange for proper training and planning proper recruitment for the long term. Recognize merit and promote on its basis.
5. There should be proper relationship between the Secretariat and the head of the department.
6. Delegation of financial powers to administrative ministries and heads of departments.

Appleby Report, 1953

1. Establish 'Organization and Management Division' (O & M).
2. Establish Institute of Public Administration.
3. Suggested improved methods of office work like modern files, loose-leaf and card files and cross-indexing.
4. All organizations require "red-tape", because of the compulsions of accountability. However, the techniques of red-tape should be improved so as to maximise citizen satisfaction.

Administrative Reforms Commission, 1966

1. Establishment of the Lok Pal and the Lokayukta to deal with complaints of corruption and public grievances.
2. Constitution of an Inter-State council for dealing with Centre-State problems.
3. Introduction of the concept and technique of performance budgeting.
4. Constitution of a policy Advisory Committee.
5. Constitution of State Planning Boards.
6. Constitution of Independent Personnel Department.

The Central and State Governments have their specific and different areas of functioning. Yet they are linked up in their totality. The administrative reforms at the Central level are not sufficient to achieve the welfare of the people. There are at present twenty five state government and seven union territories which have their own jurisdiction of administration. Unless the administrative reforms are introduced at the State level also from time to time it will not be possible for the administration to attend to the typical problems of the people. In a democratic set up people always expect timely facilities from the administration. Even if the government lags behind in introducing reforms and solving its problems people will not keep quiet. They pressurise their representatives to gear up the administrative machinery to be responsive to their needs. Thus in a way State government too cannot neglect the administrative reforms. It will not be correct to think that a reform introduced at a given time will be sufficient for all times to come. As the knowledge grows, as the civilization makes advances and as the people's participation in the governmental activities increases the State administration will be facing new challenges in its day to day functioning and it requires new approaches in its style of functioning from time to time. Therefore reforms are an unending process. The lower the level of government in the Federal form, the more will be the impact of its administration on the people in view of its proximity. Hence, the reforms brought in the State administration assume greater importance.

Check Your Progress - Exercise 1

1. Reforms are of two types. What are they?

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2. Find out the correct number of States and Union Territories

(a) 23 and 7

(b) 25 and 10

(c) 25 and 7

sonnel Depa

of Ministers should n

es, in big states there may be 20 to 2
middle sized states, the number may be betwe
between 8 to 12:

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25.4 REFORMS IN OTHER STATES

Secretariat is at the top of the administrative structure of the State Government. The policies and programmes of the State government emanate in the Secretariat. If reforms are introduced in the Secretariat at the very policy formulation stage, the desired results can be achieved in the execution of those policies. Because the Secretariat occupies an important place in the structure of the State government, it is believed that improving the working conditions and techniques at the Secretariat level will percolate down to the level of field offices. With this view, various State governments have constituted administrative reforms commissions/committees in the past to give a careful thought to the question of improving the working of the State Secretariat. The following are some of the important committees appointed by various state governments since independence.

1. The Bombay Administrative Enquiry Committee, 1948
2. The Kerala Administrative Reforms Committee, 1958
3. The Mysore Administration : Some observations and Recommendations, 1958
4. The Rajasthan Administrative Reforms Committee, 1962-64
5. The Kerala Administrative Reorganisation and Economy Committee, 1965-67
6. The Maharashtra Administrative Reorganisation Committee, 1968
7. The Administrative Reforms Commission : State Administration (Govt. of India), 1969.
8. Commission on Reorganisation of Maharashtra Administration, 1971.

Some of the observations made by the above committees are :

1. There has been excessive delay in the disposal of the work.
2. The proposals sent by the Heads of Departments who are technical experts are being scrutinised by the generalists in the Secretariat.
3. Secretariat has been encroaching upon the executive functions.
4. There is a lack of coordination between the different activities carried on by the Secretariat.
5. There is no proper delegation of powers.
6. The Secretariat officers have no field experience which is essentially required for decision-making.

In addition to the above observations, each committee cited other reasons too for ineffective functioning of secretariats in various states. Further these Committees have recorded their dissatisfaction over the working of the Secretariats. They have suggested various measures, keeping the above observations and local reasons in view, for the improvement of the working of Secretariats. The following are some of the important measures suggested:

1. The subjects are to be classified on rational lines and they are to be grouped into different departments.
2. The Secretariat should be made free from the executive work.
3. The proposals of the Heads of Departments are to be scrutinised by competent persons by the higher level in the Secretariat.
4. Powers are to be delegated to the Directors to a larger extent.
5. The personnel should be exchanged periodically from the Secretariat to the field offices and vice-versa so that the Secretariat staff would gain practical experience in the execution of work.

These committees differed in their view on the question of place of the Secretariat vis-a-vis Heads of Departments.

25.5 REFORMS IN ANDHRA PRADESH

Now let us examine the case of Andhra Pradesh. Attempts have been made to introduce reforms and improve the working of the Andhra Pradesh Secretariat. The State of Andhra Pradesh is formed on 1st November, 1956 by merging nine Telengana districts of erstwhile Hyderabad State with the Andhra State. The newly formed Andhra Pradesh had to face a two-fold challenge on the administrative front. The system of administration which was in vogue in erstwhile Hyderabad State was quite different from that of the administrative system of Andhra. So it was not possible to ignore one and follow the other in newly created State of Andhra Pradesh. A new system of administration had to be necessarily designed without sacrificing the merits of both the systems. In addition to this, the State of Andhra Pradesh had to enter in the fields of socio economic development programmes and the administrative system has to be geared in such a way that it could take up and carry on the welfare programmes successfully and fulfil the objectives of the welfare State. In order to meet the changing demands of the administrative machinery and with a view to improving its efficiency the State Government constituted Administrative Reforms Committee in 1960 under the Chairmanship of K.M. Unnithan. It was asked to review the working of the administrative machinery and to suggest reforms required to make the government machinery well suited to a democratic government and also to find out the ways and means of improving its efficiency.

The Unnithan Committee Recommendations

The Committee has paid its attention mainly to the following two issues and proposed certain recommendations.

- i) The rearrangement of subjects into Departments in the Secretariat and
- ii) The merger of the offices of Heads of Departments with the Secretariat.

i) The rearrangement of subjects within the Secretariat :

- (A) The Subjects of 'Hindu Religious and Charitable Endowments' attached to the Home Department was to be separated and it be merged with the Revenue Department.
- (B) The Public works Department of the Secretariat comprised of Irrigation, power, buildings and roads. The four important subjects were clubbed and as a result the department had become unwieldy. It was recommended that this department be bifurcated into two as Irrigation and Power Department and 'Roads and Buildings' Department.
- (C) The subject of 'Transport' may be separated from Home Department and it may be attached to the newly proposed department of 'Roads and Buildings' as the subjects were intimately related.
- (D) Agriculture Department consisted of five different subjects and they were (i) Food and Agriculture; Cooperation; Forest; Fisheries and Animal Husbandry. These are all very important inter-related subjects from the point of view of the national development. The Committee recommended that a Joint Secretary be appointed to relieve some of the burden of the Secretary.
- (E) The Committee recommended for the creation of a new department of Labour and Social Welfare and it may consist of the subjects of Labour, Jails, Tribal Welfare, Women's Welfare, and Social Welfare (including Backward Classes and Scheduled Castes) and other related subjects.
- (F) The post of a Financial Adviser be created in each and every department in the cadre of Assistant Secretary to deal with the financial matters.
- (G) The office of the Director of Public Relations and Information Department be located in the Secretariat itself.
- (H) The Finance Department should not interfere in the affairs of the other departments so long as they do not exceed the budget estimates.

ii) Merger of the Offices of Heads of Departments with the Secretariat :

The Office of the Head of the Department and the Secretariat are functioning as separate

units. The Secretariat deals with the policy formulation and getting the orders issued for the implementation of the policy. It also scrutinises the proposals of the Heads of Departments and it can supervise the process of policy implementation. The principal function of the Heads of Departments is the implementation of the policy as formulated by the secretariat. As these functions are to be discharged separately, these agencies are treated as distinct units. In course of time it is realised that there is no proper coordination between the two and unnecessary delay is being caused as a result of their distinct functioning. It is also pointed out that the proposal initiated by the Heads of Departments who are the technical experts, are being scrutinised by the clerks who do not have the knowledge of the proposals at all. The Heads of Departments have no say when the fate of their proposals is decided by the non-technical personnel in the Secretariat, that too at a lower level. They have to just receive the policy and the related orders for execution from the Secretariat. There is the possibility of the policy becoming impracticable as it is formulated in the absence of the Heads of the executive departments. In order to remove all these short-comings and to improve the administrative efficiency, the committee recommended for the merger of the offices of Head of Departments with the Secretariat and this merger can be completed in three stages. It was also of the opinion that gradual merger will enable the administrators in solving the problems cropping up as a result of the merger. But the merger recommendation of the Committee was not a unanimous one. It is interesting to observe that one of the members of the Committee had recorded his note of dissent for the recommendation of the merger of both the agencies. He had taken the traditional view of keeping both the agencies apart.

The Government of Andhra Pradesh adopted most of the recommendations of the Unnitan Committee. Yet there is a great deal of dissatisfaction among the public that the government machinery is not in a position to redress the grievances of the people. The organisation of government is not adequate for the realisation of the ideals of welfare State. There is a constant complaint of corruption in the departments and with the result undue delays are being caused in attending to the representations of the people. Under these circumstances the Government of Andhra Pradesh had constituted an Administrative Reforms Committee in the year 1964. Sri N. Rama Chandra Reddy the then Minister for Revenue was the Chairman of the Committee. The committee was asked to study afresh the working of the State Administrative machinery and offer its suggestions for the improvement of the efficiency of the government.

The Committee felt that the effective and efficient performance of the State Secretariat will pave the way for the improvement of the administrative efficiency at different levels of the government at the Secretariat. Therefore the Committee surveyed the working of the Secretariat and suggested a number of steps to be taken for improving the efficiency of the working of the Secretariat. The following are some of the most important recommendations of the Committee.

The Ramachandra Reddy Committee Recommendations

1. As far as possible the senior-most officers of the government may be appointed as Secretaries.

They may be made responsible for the policy making and the policy implementation too.

2. The Head of Department may be given an ex-officio Secretariat status and ample opportunity to acquaint himself with the thinking of the Secretariat. Then he would feel that he is a part and parcel of the Secretariat Officers.
3. The financial scrutiny of the proposals initiated by the Head of Department to be taken up within the Department itself, so that time can be saved and economy measures can be explored without sacrificing the targets of the proposals.
4. Each Department of the Secretariat may be divided into two distinct wings, namely (A) the Administrative and (B) The Executive. The Secretary will be incharge of both the wings. The Administrative wing would consist of the following cells: i) Finance Cell, ii) Secretariat Cell, iii) Vigilance Cell and iv) Public Relations Cell.

(A) Administrative Wing :

- i) *Finance Cell* : The Financial Adviser in the cadre of Joint Secretary/Deputy Secretary or Assistant Secretary will be incharge of the Cell. He will be assisted by the required staff. The size of the cell will depend on the amount of the budget of the department. The Financial Adviser and his staff will be responsible to the Finance Department as well as the Administrative Wing to which they are attached.
- ii) *Secretariat Cell* : It is a smaller unit of the Secretariat and the staff of this Department are engaged in the job of policy formulation.
- iii) *Vigilance Cell* : The staff of the Cell will keep a close watch over the officials in the Department with an objective to check the unethical behaviour of the officials. Also the staff of the cell will try to trace out the officials who delay the matters and bring the fact to the notice of the Secretary confidentially.
- vi) *Public Relations Cell* : The cell will give publicity among the people to the policies and orders issued by the Departments. It explains how they are beneficial to the people. The literature it produces for this purpose should be printed for circulation among people.

(B) Executive Wing :

The Office (s) of the Head (s) of Department (s) would form the Executive wing. They will here afterwards send the files with their proposals to the Secretary for approval.

5. The Committee has also examined the question of appointing a Cabinet Secretary on receiving the representation from the departments. It is represented that the Chief Secretary is unable to look after the duties of both the offices. But the Committee is of the opinion that instead of appointing a Cabinet Secretary one more post of Additional Secretary or Joint Secretary may be created to assist the Chief Secretary. It is not desirable to separate the functions of

Chief Secretary and Cabinet Secretary as there will be no coordination between decision-making and decision-implementation. The Committee has expressed the opinion that the work of organisation and Methods also can be entrusted to the Chief Secretary as his wide knowledge of the administration will be available to the O & M division to suggest the latest techniques from time to time for the improvement of the administrative efficiency.

6. The Committee has recommended that the inter-change of Secretariat and Field Officers will be quite useful to formulate policies which are practicable and essential for the people. The policies formulated with field experience will ensure the successful implementation.
7. The Committee has suggested the following regrouping of departments in the Secretariat to achieve coordination in the State Administration.

1. General Administration Department.
2. Home Department.
3. Food and Agriculture Department
4. Revenue Department.
5. Planning Department.
6. Panchayati Raj and Municipal Administration Department.
7. Finance Department.
8. Law and Judicial Department.
9. Public Works Department.
10. Medical and Public Health Department.
11. Education Department.
12. Industries and Labour Department.

The Rustomji Committee Recommendations

The following are some of the recommendations of the Rustomji Committee (1986) on reforms in administration in Andhra Pradesh.

1. The Institute of Administration, Andhra Pradesh should organise a series of two-day training programmes on the 'Meaning and Significance of the Ahmed nagar Experiment' for heads of departments and heads of offices, explaining how the underlying ideas are applicable to all departments and offices.

2. Ministers should encourage the Secretaries, Heads of Departments and Officers down the line to exercise their power of transfer of personnel according to the norms and procedures laid down by government.
3. Posts of Time Management Experts be created mainly to improve time management.
4. A new small Human Resources Development Department should be created for organising various types of training programmes.
5. A quarterly Journal to be designated as Andhra Pradesh Administrative Review be published.
6. Secretaries to Government may be delegated the powers to sanction finally continuance of schemes on which the total outlay is individually less than Rs.25 lakhs.
7. It is desirable to create a new secretariat Department to be named as Public Relations and Cultural Affairs.
8. In order to weedout old cases pending for more than one year which have lost their relevance, all Secretariat Departments should observe 'Old cases clearance week'.
9. The decision to introduce the Desk Officer System on experimental basis is highly commendable.
10. Suitable officers of the rank of Engineers in Chief/Chief Engineers should be promoted as Secretaries of the respective engineering departments.
11. In every Secretariat Department, a Joint Secretary/Deputy Secretary may be designated as Internal Training Officer.
12. It is necessary to establish a Reception Centre at the Secretariat to provide necessary guidance to persons visiting the Secretariat on official work.
13. A senior I.A.S. Officer of the rank of collector should invariably be appointed as Chief Executive Officer of a Zilla Parishad who will work independently.
14. Indices should be developed for measuring the performance of a multitude of the development activities undertaken by the Collectorates, with the help of the computer.
15. The collectorates should observe 'Old Cases Clearance Week' with a view to weeding out old cases pending for more than one year which have lost their relevance.
16. An educational campaign may be launched for explaining various procedures for obtaining the necessities of daily life.
17. There should be a Public Relations Officer in every major department of Government.

The Government of Andhra Pradesh has implemented some of the recommendations of the Committee. But even to this day the Secretariat and the offices of Heads of Department are functioning as distinct units in two water-tight compartments and gulf between the two is not bridged. Even now some of the recommendations of the two Administrative Reforms Committees have relevance and the Andhra Pradesh Government may reexamine them for their introduction. There is a standing criticism that abnormal delay is being caused in attending to the problems of the people and corruption has become uncontrollable. The State Government nowadays is obliged to extend its administration to the new areas of development. It is not able to face the new challenges on the development front and there is a lot of dissatisfaction among the people that their welfare programmes are being delayed. Thus the dire need for Administrative Reforms and the execution of the reforms need not be over emphasised.

Check Your Progress - Exercise 2

1. The Administrative Reforms Committee of 1960 of Andhra Pradesh was headed by.
 - (a) K.M. Unnithan
 - (b) N. Ramachandra Reddy
 - (c) Appleby
2. Who was the Chairman of 1986 Administrative Reforms Committee of A.P.?
 - (a) Morarji Desai
 - (b) Hanumanthiah
 - (c) Rustomji

25.6 SUMMING UP

The administration cannot afford to be static. It has to change its techniques to make use of methods evolved from time to time by scientific and technical knowledge. This is essential to serve the people better and secure the ideals of the welfare state for the people at an earliest possible time. This requires both structural and functional reforms. Government of India and State Governments have appointed several commissions and committees to study and suggest reforms in Indian administration. From Andhra Pradesh mention may be made of 'Unnithan Committee', 1960, Ramachandra Reddy Committee, 1964 and Rustomji Committee, 1986. These Committees made several recommendations but all of them have not been acceptable to the Government. As a consequence, even today the desired changes have not been brought out in the structure, function and behaviour of the bureaucracy.

25.7 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. (a) Structural, (b) Functional
2. (c) 25 and 7

Exercise 2

1. (d) K.M. Unnithan
2. (c) Rustomji

25.8 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each.

1. Briefly underline the need for administrative reforms.
2. Bring out major administrative reforms effected in Andhra Pradesh.
3. List out the major recommendations made by Administrative Reforms Committee/Commissions appointed in various States of India.
4. Enumerate the recommendations of the Unnithan Committee on Administrative reforms in Andhra Pradesh.

II. Write a Short note on the following in about 15 lines each.

1. Reorganisation of Secretariat
2. Administrative Reforms
3. What are the main recommendations of the Ramachandra Reddy Committee?
4. Rustomji Committee Recommendations.

25.9 REFERENCE BOOKS

1. P. Sharan : Public Administration in India, Meenakshi Prakashan, Meerut, 1987.
2. Sriram Maheshwari : The Administrative Reforms Commission, Laxminarayan Agarwal, Agra, 1972.
3. Mohit Bhatta Charya : Public Administration, The World Press, Calcutta, 1981.

WRITERS : { P. NARASAI AH
T.V. NARASIMHA RAO

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LIST OF RADIO, AUDIO & VEDEO LESSONS

A. RADIO LESSONS

1. Historical Evolution of Indian Administration (Telugu)
2. Socio-economic context of Indian Administration (Telugu)
3. Political context of Indian Administration (Telugu)
4. Policy formulation : Role of Administration (English)
5. Recruitment Pattern of All India Services (English)
6. Role of Constitutional Agencies (English)
7. Civil Service Unionism in India (English)
8. Role and Structure of Public Undertakings (Telugu)
9. Role of Secretariat (Telugu)
10. Administration and Public Policy (Telugu)
11. Features of District Administration (Telugu)
12. Major Challenges to Indian Administration (Telugu)
13. Cabinet and Policy making (English)
14. State Administration : Some Aspects (Telugu).

B. AUDIO LESSONS

1. Kautilya (English)
2. Constitutional Agencies (Telugu)

C. VEDEO LESSONS

1. Introduction to Indian Administration (Telugu)

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UNDERGRADUATE PROGRAMME
PUBLIC ADMINISTRATION
PAPER II - INDIAN ADMINISTRATION
SYLLABUS

- BLOCK - I : EVOLUTION AND CONTEXT OF INDIAN ADMINISTRATION**
- Unit - 1 : Characteristics of Mauryan and Gupta Administration
 - Unit - 2 : Characteristics of Mughal Administration
 - Unit - 3 : Characteristics of British Administration
 - Unit - 4 : Administration at the time of Independence Continuity and Change
 - Unit - 5 : Socio-Political and Economic Context of Indian Administration
 - Unit - 6 : Major Challenges to Indian Administration
- BLOCK - II : ADMINISTRATIVE SYSTEM : CENTRAL AND STATE**
- Unit - 7 : Political Executive at the Central Level
 - Unit - 8 : Central Secretariat : Organisation & Functions
 - Unit - 9 : Cabinet Secretariat & P.M.'s Office
 - Unit - 10 : Political Executive at the State Level
 - Unit - 11 : State Secretariat
 - Unit - 12 : Relationship between Secretariat and Directorate
 - Unit - 13 : District Administration
 - Unit - 14 : Forms of Public Enterprises
- BLOCK - III : PERSONNEL AND FINANCIAL ADMINISTRATION**
- Unit - 15 : Recruitment to All India Services
 - Unit - 16 : Recruitment to Group I & II Services at State Level
 - Unit - 17 : Union Public Service Commission
 - Unit - 18 : State Public Service Commission
 - Unit - 19 : Training : Methods & Relevance
 - Unit - 20 : Civil Service Unionism in India
 - Unit - 21 : Budget : Meaning, Importance, Principles and Types
 - Unit - 22 : Budget : Preparation & Enactment
 - Unit - 23 : Parliamentary Financial Committees
 - Unit - 24 : Comptroller and Auditor General of India
- BLOCK - IV : ADMINISTRATIVE REFORMS**
- Unit - 25 : Administrative Reforms in India

ANDHRA PRADESH OPEN UNIVERSITY

FACULTY OF SOCIAL SCIENCE

SECOND YEAR (3 YEAR DEGREE COURSE) EXAMINATION

MODEL QUESTION PAPER

PUBLIC ADMINISTRATION - COURSE - II

INDIAN ADMINISTRATION

TIME : 3 Hours

Max. Marks 100

Section - A

Note : Answer any **FOUR** of the following in about 30 lines each.

4 × 15 = 60

Each question carries 15 marks.

1. Outline the characteristic features of Mauryan Administration.
2. Discuss the main features of British Administration.
3. Write an essay on major challenges to Indian Administration.
4. Explain the role of Ministers in policy formulation.
5. 'Union public Service Commission (UPSC) is the guardian of merit system' Explain.
6. Write an essay on the pattern of recruitment to All India Services.
7. How is the budget executed in India ?
8. Discuss the relationship between Secretariat and Directorates.

Section - B

Note : Answer any **FIVE** of the following in about 15 lines.

5 × 8 = 40

Each question carries 8 marks.

9. Write a note on the C & AG.
10. Write the characteristic features of Public Corporation.
11. What are the functions of a District Collector ?
12. What changes were made in the administrative structure of India after Independence ?
13. What are the functions of Lok Ayukta ?
14. Explain the importance of Administrative Reforms at the State level.
15. Define and state the objectives of training.
16. Explain the 4 functions of the Chief Secretary.
17. Explain the need for unionism in civil services.
18. Explain the importance of financial administration.

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UNDERGRADUATE COURSES II YEAR

SUBJECT : PUBLIC ADMINISTRATION

COURSE II: INDIAN ADMINISTRATION

ASSIGNMENT NO. 1

N.B.

1. Do not copy the answer directly from any of the books.
 2. As far as possible try to answer the questions independently in your own words.
 3. If it is necessary to quote from any source give the correct reference.
 4. Use your own foolscap pages for writing the assignments.
 5. Leave sufficient margins for the comments of the evaluator.
 6. Completion of this assignment normally should not take more than two hours' time.
-

I. Answer the following questions in about 30 lines each.

1. What were the objectives of the British Administration in India?
2. Explain the political context of Indian Administration.
3. Describe the revenue administration of the Mughals.

II. Answer the following questions in about 15 lines each.

1. Explain the role of Cabinet Secretariat in Policy formulation.
2. What do you understand by 'Rule of Law'?
3. What are the continuing trends in administration ?

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UNDERGRADUATE COURSES II YEAR

SUBJECT : PUBLIC ADMINISTRATION

COURSE II : INDIAN ADMINISTRATION

ASSIGNMENT NO . 2

N.B.

1. Do not copy the answer directly from any of the books.
 2. As far as possible try to answer the questions independently in your own words.
 3. If it is necessary to quote from any source give the correct reference.
 4. Use your own foolscap paper for writing the assignments.
 5. Leave sufficient margins for the comments of the evaluator.
 6. Completion of this assignment normally should not take more than two hours' time.
-

I Answer the following questions in about 30 lines each.

1. Explain the relationship between C& AC and Public Accounts Committee (PAC).
2. Discuss the characteristic features of Public Corporation.
3. Discuss the various stages of Budget Preparation in government of India.

II Answer the following questions in about 15 lines each.

1. Write a note on the scheme of examination for All India Services.
2. Explain the need for unionism in Civil Services.
3. Briefly discuss the Principles of Budget.

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UNDERGRADUATE COURSES II YEAR

SUBJECT : PUBLIC ADMINISTRATION

COURSE II : INDIAN ADMINISTRATION

ASSIGNMENT NO. 3

N.B.

1. Do not copy the answer directly from any of the books.
2. As far as possible try to answer the questions independently in your own words.
3. If it is necessary to quote from any source give the correct reference.
4. Use your own foolscap pages for writing the assignments.
5. Leave sufficient margins for the comments of the evaluator.
6. Completion of this assignment normally should not take more than two hours' time.

I. Answer the following questions in about 30 lines each.

1. Discuss the relationship between Secretariat and Directorates.
2. Explain the importance of financial administration.
3. Write a note on State Public Service Commission.

II Answer the following questions in about 15 lines each.

1. Explain the functions of district collector.
2. What is the Scheme of Examination for Group I services ?
3. Write a note on Chief Secretary.

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