

**A BOOK ON PUBLIC ADMINISTRATION
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Preface

Public Administration, both as a discipline and as an optional subject for the Civil Services Examination, has gathered momentum in the recent past. The main reasons for the increasing popularity of the subject among the Civil Service aspirants are:

One, the available literature on the subject is comparatively less as the subject has its origin only in 1887. Two, the proportion of scores vis-à-vis the efforts put in the preparation is perhaps the highest for Public Administration. Three, the prowess of memory required is minimal. Four, the present day political, management and economical affairs form a major part of the subject. Last, Proficiency in the subject will, of course, yield good result throughout one's career as an administrator.

Though a variety of textbooks/guides are available in the market, the contribution of which is significant in the preparation for the Civil Service Examination, the purpose of this book is to facilitate a eleventh hour preparation. Important concepts have been explained for easy understanding. To be frank, there is nothing new in this book and all the concepts, facts and ideas are collected, simplified and rearranged. It is in fact a compendium of points on Public Administration. To that extent, my contribution is, to say, the least. After all, this book is only a supplement to the preparation. I however earnestly hope that the book will help the candidates to *'run the extra mile'* which is *sine quo non* for getting through the Civil Services Examination. The purpose of the book will be served if the candidates are able to answer, thanks to the book, at least a single question over and above the general cutting-edge.

I welcome constructive suggestions for further improvement of the book.

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PUBLIC ADMINISTRATION:

- q Privatisation, globalisation, growth of public corporations symbolises the reduction in the difference between public and private administration.
- q New Public Administration is particularly relevant to the developing nations where qualitative transformation of Public administration is needed.
- q Vincent Ostrom, an advocate of Public Choice Theory, viewed bureaucrats as preferring self-interest to public interest.
- q Public Choice School views the citizen as the ultimate source of administrative power because he is considered as a rational consumer of public goods and services.
- q Public Choice School developed the “**Theory of Administrative Egoism**”, according to which bureaucrats, in general, are self-aggrandised and whose interests are antithetical to public interest.
- q Biographical and autobiographical writings on administrators and reminiscences of former administrators are closely related to the ‘**historical approach**’ to the study of Public Administration.
- q The chief contributor to the System Analysis is Herbert Simon.
- q The basic unit of the system is the ‘individual’ (not the sub-system)
- q Sub-systems are ‘dynamic’ in the sense that they undergo continuous change as a result of interaction with other sub-systems within the system.
- q The term ‘**administrative lag**’ connotes the imbalance between aspirations and performance of administration. This is a major obstacle for development in the Third World nations.
- q The Scientific Management Theory of F.W.Taylor emphasised ‘standardisation’ and ‘cooperation’. However, according to Taylor, the duty of enforcing the adoption of standards and of enforcing the cooperation rests with the management **alone**.
- q **Fusion approach** – The interests of organisation is fused with those of the workers. Individual workers are considered as important as the organisation itself.
- q Classical theory and the Human Relations theory are considered anti-polar. But, the goals of both the theories are same, viz., economy, efficiency and use of scientific methods in organisation.

- q According to L.D.White, the formal and informal organisations usually overlap, may nearly coincide, or may be far apart.
- q Karl Marx never attempted to build up a theory of public administration. While trying to develop a critique of the political economy of the capitalism in the 19th century, he became a keen observer of the administration, which induced him to write on administration.
- q Claus Offe propounded the concept of “**Organisational rationality**”.
- q **Gresham’s Law of Planning** states that a person with responsibility for both routine activities and long-term planning is likely to find the routine activities taking the greater part of his time.
- q Undue strict adherence to rules may also lead to ‘bias’ for red tape. This is called the ‘**administrative bias**’.

Herbert Simon widened the scope of Public Administration by relating it to Psychology, sociology, economics and Political Science.

Honey Report (1967) identified four problems confronting Public Administration. They are: 1. Inadequate funds 2.Uncertainty and confusion over the status of the discipline 3. Institutional shortcomings and 4. Lack of interaction between scholars and administrators.

New Public Administration emphasised four factors: Relevance, Values, Change and Social equity.

Under the traditional Public Administration, there was a mismatch between the supply of public administration and the demand of the people. Though the Public Administration functioned well, it failed to solve the contemporary problems. Hence, the New Public Administration demanded that there should be **relevance** between Public Administration and the contemporary social problems.

Traditional Public Administration emphasised value-neutrality. For example, both rich and poor will be treated equally without any favour for one side. However, New Public Administration championed the cause of the disadvantaged sections in society and openly sided with them. Thus, it emphasised **value** factor in administration.

New Public Administration specifically emphasised that the basic function of administration is to distribute the resources in such a way to reduce the economic and social inequalities. This is to maintain **social equity**.

New Public Administration attacked the traditional concept of maintaining status quo (same status) and advocated innovation and **change**.

New Public Administration is called anti-positivist. Positivist denotes the perception that everything is perfect. But, the reality of the situation was not so. Hence NPA had no faith in the concept of 'positivist' and hence one of its anti-goals was **anti-positivist**.

Karl Marx regarded Censorship as a bureaucratic instrument for maintaining politics as a reserved domain of a particular class.

Karl Marx criticised the bureaucratic hierarchy as a '**Hierarchy of knowledge**'. According to this, the top officials entrust the understanding of the specifics to the lower levels, while the lower level officials credit the top with understanding of the general, and so, all are mutually deceived.

According to Riggs, five important functions are discharged in all the societies. They are: 1. Economic 2. Social 3. Communication 4. Symbolic and 5. Political.

Heterogeneity, according to Riggs, means the simultaneous presence of quite different kinds of systems, practices and viewpoints. This is unique to prismatic model. In Prismatic societies, modern life exists side by side with traditional life, that is, towns and villages, western education and traditional *gurukulas*, allopathic treatment and ayurvedic/unani/homoeopathic. Such co-existence of contrasting systems is called '**Heterogeneity**'.

Formalism means the extent to which a discrepancy exists between the prescriptive and descriptive – ideals and realities – objectives and performance – aims and achievements. Formalism is the opposite of realism.

In the Fused (underdeveloped/traditional) society and diffracted (developed/modern), there is high degree of realism. In the Prismatic societies there is high level of formalism and low level of realism. Hence the Fused-Prismatic-Diffracted model is not unidirectional.

Constitutional formalism is the gap between the constitutional principles and their actual implementation. One example for constitutional formalism in India is that while the function of legislation (law making) is entrusted to the legislators by the Constitution, it is delegated to the bureaucrats in the name of delegated legislation.

Overlapping is the extent to which formally differentiated structures of a diffracted society co-exist with undifferentiated structures of a fused society.

Various manifestations of Overlapping are: 1. Nepotism 2. Poly-communalism 3. Polynormativism 4. Existence of clefts 5. Lack of consensus 6. Separation of authority from control.

q Bias may be the result of fear, on the part of the public servant, of the consequences of his actions. This may drive the administrator to reckon the reaction of his boss as

an important factor on his decision-making, which is termed in administrative phraseology as **“fettered judgement”**

- q In so far as decisions led to the selection of final organisational goals, they are **‘value judgements’** and where the organisation implements such goals, they are **‘factual judgements’**.
- q Herbert Simon proposed that the factual and value (or ethical) elements should be separated as far as possible and allocated between politicians and administrators respectively.
- q **‘Goal congruence’** means identity between the individual goals and the organisational goals. It is the main objective of the fusion approach to achieve ‘goal congruence’, that is, to fuse the interest of the workers and that of the organisation together.
- q According to Abraham Maslow (profounder of Hierarchy of Needs), it is possible to predict the behaviour in case of all need except in the case of self-actualisation. As such, the accuracy of the prediction will be higher in the bottom (physical needs) of the hierarchy and it reduces as one goes up in the hierarchy. It is easy to guess what a person, who is deprived of food, will do. But, it is difficult to guess what a person, who is denied appreciation by his boss, will do.
- q The hierarchy of needs is not watertight compartments. Satisfaction is a relative term. Emergence of a particular need after satisfaction of a lower order need is not sudden but a gradual phenomenon.
- q To Herbert Simon, ‘self-actualisation’ is synonymous with ‘anarchy’.
- q According to Herzberg’s **Two Factor theory**, the opposite of satisfaction on the job is NOT dissatisfaction. Both are different and discrete feelings. They are not opposite ends of the same continuum, but are ends of separate continuums.
- q In the **Linking Pin Model** of Likert, each individual in the organisation has twin roles in two overlapping groups. He is a member of a higher level group and the leader of a lower-level group.
- q **Level Jumping** means skipping of one or more intermediate levels so as to establishment direct contact between officers and to speed up the work. This is similar to ‘access to boss’ proposed by Fayol. Government of India started **‘File-Jumping experiment’** to skip over the intermediate levels.
- q Violation of the principle of Unity of Command does not actually occur when an employee receives orders from more than one superior in respect of **different matters** under his charge.

- q F.W.Taylor and Jonh D.Millet advocated 'dual supervision'
- q According to Graicunas, if a superior adds a sixth to his five subordinates, the additional assistance he can obtain is only 23% but the increase in the supervision may amount to 100%. This is because, what has to be supervised is not only the individual subordinates, but also the numerous permutations and combinations of their mutual relationships.
- q Max Weber called authority as 'impersonal control'.
- q Organisations rooted in Charismatic authority system suffer from instability, because the problem of succession always rises when a leader dies or is removed.
- q The Legal-rational authority system of Max Weber is called 'legal' because authority is exercised by means of a system of rules and procedure, and NOT arbitrarily.
- q The Legal-rational authority system of Max Weber is called 'rational' because the means are clearly designed to achieve certain specific ends.
- q Supervision is more than inspection and investigation. Investigation is inquiry on receipt of specific complaint. Inspection is sudden visit to find out any faults. Supervision more than control and it connote education and guidance.
- q According to Terry, delegation does not necessarily imply devolution from a higher to a lower authority. It can be vice versa or between units equal in status.
- q In delegation, '*de jure*' (formal) authority still belongs to one who delegates while the '*de facto*' (informal) exercise is permitted to the delegatee.
- q A corollary of delegation is accountability.
- q The Administrative Reforms Commission stated that based on trust, the delegation of powers should be to the maximum possible and NOT 'minimum necessary'.
- q Field establishments are to be found both in centralised and decentralised administrative units. The difference is that, in the centralised systems, the field units are only executing agencies and cannot take independent decisions whereas in the decentralised systems, the field units have decision-making authority.
- q Max Weber defined 'administration' as 'domination' or 'exercise of authority' while most other administrative thinkers considered it as 'service or performance of duty'.
- q Max Weber believed that all the three types of authority (Legal, traditional and charismatic) claim legitimacy as long as the 'ruled' accept them. The authority ceases

to carry legitimacy when the rulers do illegal things (in legal authority), ignore the traditions (in traditional authority) and lose charisma (in Charismatic authority).

- q According to M.P.Follet, '**Power-with**' (**coactive power**) is superior to '**Power-over**' (**coercive power**), as it is a self-developing entity that promotes better understanding, reduces friction and conflict and encourages cooperative endeavour.
- q According to M.P.Follet, like authority, responsibility also flows from the function (work) and situation, and NOT from the status in the hierarchy. According to her, one should ask "for what is he responsible?" rather than to ask "to whom is he responsible?"
- q M.P.Follet believes in "pluralistic concept of responsibility" or "cumulative responsibility" and rejects "ultimate responsibility" as an illusion.
- q Inherent in Development Administration is the idea of 'decentralisation'. The reason is that it advocates participation of people in the process of administration.
- q **Northcote Trivelyn Committee** of 1853 in England recommended Abolition of patronage, substitution of appointment on a career basis at an early age through a system of competitive examination, and affirmed the need for generalist service as against specialist service.
- q Macaulay Committee of 1854 in India recommended introduction of Merit system in India and test of intellectual ability, that is, to test the transferability of academic talent to government work. This test of intellectual ability is still followed by the UPSC in the Main examination.
- q The purpose of the optional subjects in the Civil Service Examination is to test the intellectual equipment and scholastic abilities of the candidates.
- q The purpose of the compulsory papers in the Civil Service Examination is to counteract the ills of narrow academic specialisation and also to test the abilities for work in the civil service.
- q The purpose of the Personality Test is to examine the personal qualities of the candidates.
- q ***Deligatus non protest delegare*** is the basic principle in delegation. It means delegated functions cannot be delegated again. That is, if A delegates a work to B, B in turn cannot delegate it to any other person.
- q Willoughby referred to 3 types of personnel system, viz., **B**ureaucratic (as in Prussia), **A**ristocratic (as in pre-1914 Britain) and **D**emocratic (as in USA). These three personnel systems can be remembered easily with the mnemonic **BAD**.

- q While Board and Commission undermine unity of command, bureau does not undermine it. The reason is that a single person mans a bureau, while a board or commission is generally manned by more than one person.
- q Decentralisation alleviates the problem of “**communication overload**” in the organisation by reducing paper work at both higher and lower levels.
- q The provision for ‘No-Confidence motion’ exists in the Constitution itself.
- q Executive control over Civil service in India is easier than that in USA. The reasons are: Parliament in India is not a rival to the Prime Minister, the Cabinet relieves the burden of the Prime Minister and acts as a coordinator; and there are comparatively few political appointees at the top.
- q Under the Parliamentary democracy, the administrative executives (civil servants) are accountable to the political executive (ministers) and the latter are accountable to the Parliament.
- q The Parliament can only accept, reduce or deny the demand made in the Appropriation Bill, but cannot increase a demand or a tax. The Executive, who needs money, places the Appropriation bill. The parliament cannot give more money than needed by the executive.
- q Public Accounts Committee scrutinises the report of the Comptroller and Auditor General (CAG). But the report of the CAG is not directly submitted to the PAC. The report is submitted first to the President who lays it before the Lok Sabha, which it turn gives it to the PAC for scrutiny.
- q The system of Public Accounts Committee was adopted from the U.K. However, the Secretaries to the ministers in UK appear before the PAC in their capacity as “Accounting Officers”, whereas in India, the Secretaries appear before the PAC in their capacity as “administrators” and not as accounting officers.
- q The task to oversee the recommendations of the Public Accounts Committee is entrusted to the Finance Ministry. In case the Finance Ministry considers any of the recommendations of the PAC difficult to implement, the matter is referred to the Parliament for decision.
- q The Writ of *Habeas Corpus* is issued not only against authorities of the Government but also to private individuals or organisations, if needed.
- q Pfiffner distinguished between ‘**accountability**’ and ‘**responsibility**’. Accountability refers to the formal and specific location of responsibility, whereas responsibility has a highly personal, moral quality and is not necessarily related to formal status or power. Responsibility refers to the public servant’s responsiveness to public will, whereas accountability denotes the specific methods and procedures to

enforce the public servant's responsibility. Responsibility is subjective and works from within, whereas accountability is objective and works from without.

Paul H. Appleby considers administration to be a political process and mainly concerned with policy-making. He also asserted that public administration is different from private administration.

In his book "Big Democracy", Paul Appleby observed that (a) breadth of scope (b) public accountability and (c) political character are three important features of Public administration which differentiates it from Private administration.

Chester Barnard is considered as the spiritual father of the "social system school" and a forerunner of Behavioural movement in Public Administration.

The work of Rensis Likert and his colleagues is often referred to as 'neo-Human Relations'. Likert is well known for his theory of "Management Systems 1—4". He invented the concept of "Linking Pins" – individuals capable of linking each work group to the organisation.

Clect: A prismatic social group that combines modern forms of association with a traditional communal orientation. It is taken from the words clique (or clan) and sect.

Diffraction Society: Denotes a social system where each structure performs a limited number of functions. It stands for a highly developed society in which all structures are highly specific and new structures are both differentiated and integrated. This represents developed societies.

Fused Society: A social system where all structures are highly diffused and each structure performs a large number of functions. Riggs coined this term to represent an undeveloped traditional society.

Grape vine: The informal communication network within the organisation. It arises spontaneously without management's sanction or permission.

Job-enlargement and Job-enrichment: Job enlargement is an attempt to make job more interesting and satisfying by increasing the variety of jobs to be performed by the employees. Job-enrichment, on the other hand, means an attempt to make routine jobs more meaningful by providing more challenging tasks, responsibility and autonomy. If job-enlargement is considered as horizontal expansion activity, job-enrichment can be considered as vertical expansion of responsibility and autonomy.

O and M: It is a management aid or technique to improve administrative efficiency. In its narrower sense, O & M stands for "Organisation and Methods". In its wider sense, it stands for "Organisation and Management".

Propaganda: A conscious effort to mislead people by persuading them to believe false information as true and correct.

The income tax collected by the Centre is necessarily distributed between the Centre and the States. However, the Centre retains the surcharge on income tax and it is not distributed among the States.

Unlike the income tax, it is not mandatory on the Central Government to distribute Excise duty.

The High Courts shall exercise Writ Jurisdiction for the enforcement of Fundamental rights and for any other purpose also. But Supreme Court can exercise its Writ jurisdiction only for the purpose of enforcing the Fundamental rights. Thus the Writ jurisdiction of High courts is wider than that of the Supreme Court.

When a resolution for removal of the Speaker/Deputy Speaker is under consideration in the Lower House, he (the Speaker/Deputy Speaker, as the case may be) shall not preside over the meeting. He shall however exercise his vote, except in the case of tie.

All disputes among States arising out of any treaty, agreement etc entered upon before the commencement of the Constitution are outside the original jurisdiction of the Supreme Court. The President (not by the Supreme Court) on the basis of advisory opinion of the Supreme Court decides these disputes.

While getting approval for the Presidential Ordinance, if the two Houses (Lok Sabha and Rajya Sabha) are summoned on different dates, the period of six weeks shall be counted from the latter date.

The Right to property deleted from the Fundamental rights by the 44th Amendment 1978, and converted into an ordinary legal right under Article 300 A.

By the 42nd Constitutional Amendment, 1976, 5 subjects were shifted from the State List to the Concurrent List. They are 1. Administration of Justice and Organisation of all courts except the Supreme Court and the High Courts 2. Forests 3. Population control and Family Planning 4. Education, including medical and technical, and 5. Weights and measures except establishment of Standards.

Unlike a **federation**, India is a **Union** of States. This means two things: 1. Indian Union is not a result of agreement of independent and sovereign states (whereas Federation is a result of such agreement). 2. The States do not have right to secede from the Union (whereas in the case of Federation, the constituent units shall have the right to secede from the Federation).

The Balwantray Mehta Committee was appointed by the National Development Council to suggest measures for the better working of the Community Development Programme (CDP) and the National Extension Service (NES). But it is commonly believed that it was

appointed on Panchayat Raj, which is incorrect. The committee suggested institution of Panchyat Raj, for better performance of CDP and NES.

As 'Democray' is the rule by the people, '**Gerantocracy**' means rule by the old people. Generally it prevails in the tribal communities.

There are two **Businesses Advisory Committees**, one for the Lok Sabha and another for the Rajya Sabha. The BAC of the Lok Sabha is headed by the Speaker and consists of 15 members. The BAC of the Rajya Sabha is headed by its Chairman and has 10 members.

While counting the disqualification period of 60 days for MPs, that period will not be counted when the House was adjourned for more than 4 days consecutively.

The decisions on disqualification of Members of Parliament are taken by the Speaker/Chairman (as the case may be) under the Anti-defection law and by the President in consultation with the Election Commission, in all other cases, other than defection.

Under Article 87 of the Constitution, the Presidential Address to both the Houses of Parliament (assembled together) is mandatory at the commencement of the first session of each year or after every general election.

q Whenever a money bill is transmitted from the Lok Sabha to the Rajya Sabha under Article 109, and when it is presented to the President for his assent under Article 111, a certificate of the Speaker that it is a money bill is required to be given.

q

INDIAN ADMINISTRATION

q In India, Rule 4 of the Central Civil Service (Conduct) Rules 1955 debars a Government servant from being a member of any political party.

q Gorwala and Appleby came to opposite conclusions regarding the prevalence of corruption in India. Gorwala reported that corruption is prevalent in India, while Appleby reported that corruption is not so rampant as alleged.

q Unlike the All India Service officers (IAS/IPS/IFS), the Central Service officials do not work **under** the State Governments while working in the States. They, however, work **with** the State Governments. But, the All India Service Officers work **under** the State.

- q Satish Chandra Committee recommended addition of three optional subjects, viz Education, Electronics and Telecommunication Engineering and Medical Science. Among these, the Government accepted only one, Medical Science.
- q Satish Chandra Committee recommended that there should be no minimum qualifying marks for the Personality Test. This is mainly to protect a candidate who had done well in the written examination but lacks high level of oral communication ability. The Committee called such a candidate as “**rough diamond**”
- q The Satish Chandra Committee refused to recommend Psychological Tests and Lectures for Civil Service Examination. The reason is, Psychological tests, if not administered accurately or not updated, might give misleading scores. Introduction of Lectures might give the city-bred candidate a disproportionately large score.
- q The Satish Chandra Committee recommended negative marking in the Preliminary examination, which was not accepted by the Government.
- q The Satish Chandra Committee recommended that those candidates who could get through the main examination but failed in the interview might be allowed to take the main examination directly next year. The Government did not accept this recommendation.
- q The Satish Chandra Committee recommended that Group discussions be introduced as integral component of the Personality Test. The Government did not accept this recommendation.
- q Sadiq Ali Committee on Panchayat Raj (1964) recommended that the recruitment system in Panchayat Raj Institutions should be characterised by efficiency, impartiality and correctness.
- q Irrespective of their division among different States, each of the All-India Services form a single service with common rights and status and uniform scale of pay throughout the country. An IAS Officer working in Tamilnadu draws the same salary and enjoys the same privileges as his counterpart in Bihar or in any other State.
- q While the State Public Service Commissions and the Union Public Service Commission are created directly by the Constitution, Joint Public Service Commissions can be created only by an act of Parliament.
- q Generally, any advice rendered by the Supreme Court is not binding on the President. However, the advice rendered by the Supreme Court regarding ‘misbehaviour’ of Chairman/member of the UPSC is **binding** on the President.
- q The jurisdiction of the UPSC can be extended by an act of Parliament.

- q Art.314 (omitted by 28th Amendment, 1972) provided for special privileges to the ICS Officers by the British Crown. This provision was deleted because it violated the fundamental right to equality.
- q While most of the oaths of constitutional functionaries are provided in Third Schedule of the Constitution, the oath of the President, the Vice-President and the Governor are prescribed in the Constitution itself. (in Articles and not in III Schedule)
- q Under Article 351 of the Constitution, it is the duty of the Union to promote the spreading of Hindi and its enrichment.
- q The Constitution nowhere mentions the words “President’s Rule” and “Budget”.
- q While there is time limit for National and State emergencies, there is no time limit for Financial Emergency and it will continue till the President revokes it.
- q In Schedule VII, which deals with division of powers between the Centre and the States, “major ports” comes under the Union List while “minor ports” comes under the “Concurrent List”.
- q **Point of Order:** When the Parliament is transacting business according to the Schedule fixed for the day, a Member may raise a Point of Order if the proceedings do not follow the normal rules.
- q **Gerrymandering:** An operation relating to delimitation of territorial constituencies is gerrymandering. The authority empowered to demarcate the boundary of the constituencies sometimes changes the areas in a constituency in order to facilitate the victory of the candidate(s) of a particular political party.
- q The term “**Socialism**” in Indian Constitution does not mean “State Socialism”(that is ownership of all means of production and distribution by the State as in the case of Russia). Rather, it means reducing the inequalities between rich and poor. This is also referred to as ‘socialistic pattern of society’. The Indian National Congress in its Avadi Session in 1955 adopted this as a goal.
- q The States’ Reorganisation Commission (1956) was chaired by Fazal Ali. The members of the Commission were K.M.Panikkar and H.N.Kunzru.
- q It has been provided by the 70th Amendment 1992 that elected members of the Legislative Assemblies of Union Territories of Pondicherry and Delhi can also participate in the election of the President of India.
- q The Vice-President can be removed from Office before the expiry of the term, by a resolution, first passed by majority of the members of Rajya Sabha and agreed to by the Lok Sabha.

- q If the Vice-President is unable to discharge his duties and functions due to illness or temporary absence, no other official is entitled to act as Vice-President.
- q 'Ministers of State' are generally given the charge of a department under a Ministry. Sometimes, there is no Cabinet Minister in a ministry and the ministers of state hold independent charge of a department. IN such cases they are called "Ministers of State with independent charge".
- q An MP cannot be arrested before and after 40 days of the date from the meeting of Parliament and Committees thereof, if he is also the member of a committee (only in civil cases).
- q If the Lok Sabha and the Rajya Sabha disagreed on a bill, there is provision for joint sitting of both the Houses. However, similar provision of joint sitting is not provided in the Constitution in the case of disagreement between Legislative Assembly and the Legislative Council in the State.
- q By the 1858 Act, the governor-general of India was designated also as the "Viceroy of India". The same person held both the posts. The difference is that, while dealing with the administration of Indian provinces, he was called Governor General of India and while dealing with Indian princes, as a representative of the Crown, he was termed as "Viceroy of India".
- q 1861 Act accorded statutory sanction to the "**Portfolio System**" introduced by Lord Canning in 1859, according to which each member of the Governor-General-in-Council was allocated portfolio of a particular department.
- q 1892 Act authorised the members of the Legislative Council to ask questions with respect to discussion on Budget. But they were not given the right to ask supplementary questions. This may be termed as the beginning of parliamentary system in India.
- q According to Article 31 B, none of the Acts/Regulations in IX Schedule shall be declared null and void on the ground that such Act/Regulation is inconsistent with any of the Fundamental rights conferred in Part III of the Constitution. The Parliament has the power to include any Act in the IX Schedule.
- q Article 31 C of the Constitution gives supremacy to the Directive Principles of State Policy over the Fundamental Rights. This was introduced in 1971 by the 25th Amendment enacted with respect to the directive principles contained in Article 39 and subsequently expanded in 1976 by the 42nd Amendment to include all Directive principles.
- q Unlike in the case of President, there is NO mandatory provision to hold the election within 6 months in the case of vacancy in Vice-Presidency.

- q According to Article 88, every minister and the Attorney-General, even if they are not members of either House, shall have the right to participate in the proceedings of the either House, any joint sitting of the Houses and any Parliamentary Committee (but do not have the right to vote).
- q Chairman/Deputy Chairman/Speaker/Deputy Speaker do NOT take oath of their respective Offices; they take oath only as members of their respective Houses.
- q There is no bar on retired members of the UPSC contesting elections to the Parliament.
- q The **office** of the UPSC is part of the Central Secretariat. Hence the staff of both UPSC and Central Secretariat are interchangeable in case of promotions and transfers. Office of the UPSC does not mean the Chairman and the members, but it means the other official staff who are in the administration.
- q Under the UPSC (Exemption from Consultation) Regulations, 1958, the Atomic Energy Department and the Council for Scientific and Industrial Research (CSIR) have been authorised to recruit their Class-I and Class-ii staff directly.
- q The recommendations of the UPSC are purely advisory. In case of non-acceptance by the Government, the matter has to be referred to the Appointments committee of the parliament. The Government is also required to submit an “explanatory memorandum” to the report submitted to the parliament through the president under Article 323 of the Constitution, duly explaining the reasons for non-acceptance of the recommendation of the UPSC.
- q UPSC conducts examinations for three statutory bodies, viz., Delhi Municipal Corporation, Employees’ State Insurance Corporation (ESIC) and the Employees’ Provident Fund Organisation (EPFO).
- q Under Article 315(3) of the Constitution, the Governor of a State can request the UPSC to serve all or any of the needs of the State, after the approval of the President.
- q In order to maintain a uniform pattern of recruitment throughout the country, the chairmen of all the State Public Service Commissions meet the Chairman of the UPSC periodically. The Chairman of the UPSC presides over these meetings.
- q Indian Institute of Public Administration (IIPA) does not cater to Private Sector but to Government and Public Sector only. However, the Administrative Staff College at Hyderabad caters to the private sector also.
- q Indian origin migrated from the following countries are allowed to apply for the Indian Civil Service Examination. Pakistan, Burma, Sri Lanka, Kenya, Uganda, Tanzania, Zambia, Malawi, Zaire, Ethiopia and Vietnam.

- q Public Administration, as an optional subject was added by the UPSC in the year 1987.

Sunset Legislation is a formal process of policy review for eliminating the undesired, outdated, redundant and irrelevant programmes.

Budgeting should be 'Gross' and not 'Net'. This is because, 'Net Budgeting' reduces the legislative control over finance.

The difference between the Revenue Budget and Capital Budget is that the former is financed out of the current revenue while the latter is financed out of the savings and borrowings.

Four organs are involved in the preparation of Budget. The **Finance Ministry** has the overall responsibility for the formulation of the Budget. The **Administrative Ministries** have a detailed knowledge of administrative requirements. The **Planning Commission** facilitates the incorporation of Plan priorities in the Budget. The **Comptroller and Auditor General** provides the accounting skills.

Article 113 states that no demand for a grant shall be made except on the recommendation of the President.

Re-appropriation means reallocation of money from one sub-head to another. For example, if Rs.1 lakh was allotted by Parliament for Education Ministry for construction of new building in a school, this can be reappropriated for any other purpose (like purchase of books in the school). This is an executive act and does not require the approval of the Parliament. However, this can be done only at the sub-head level and not at the major heads or minor heads.

The post of Integrated Financial Advisor was introduced first in the Ministry of Shipping and Transport in 1974 on an experimental basis.

Integrated Financial Advisor is selected jointly by the Administrative Ministry and Finance Ministry and his Confidential Report (CR) is written jointly by both the ministries. He is under the dual control of both the ministries and also answerable to both. Thus, the post of Integrated Financial Advisor violates the principle of unity of command and is subjected to dual supervision.

While the **Consolidated Fund of India** is operated by Parliamentary sanction, the **Contingency Fund** of India and the **Public Accounts** of India are operated through 'executive action'. This means that money can be withdrawn from the Consolidated Fund of India only with the approval of Parliament. This is not so in other two cases. Money from the Contingency Fund and the Public Accounts can be withdrawn by the President without the approval of the Parliament.

The Contingency Fund of India is held by the Finance Secretary on behalf of the President.

Keynes' Multiplier Effect : The main cause of unemployment in a underdeveloped country is lack of effective demand (for goods) which depends on the propensity for consumption. To overcome this problem, Keynes suggested that deficit financing to finance public works. In case public works are not available, the government should ask people to “dig wells and fill wells”. This increases the purchasing power of the people, which in turn increased the effective demand for goods.

Deficit Financing has a negative effect on the economy, i.e., inflation. This is because it increases the supply of money in the economy without a corresponding increase in supply of goods and services.

External Debt is more dangerous than internal debt. This is because unlike internal debt, external debt involves material loss to the debtor country as the principal amount and the interest thereof is transferred to another country, which affects the ‘Balance of Payment’

Debt-trap: When a country is in a critical situation of not able to pay even the interests on debts and it resorts again to borrowing in order to pay the interest (not for paying the principal debt), it is said to under Debt-trap.

Repudiation denotes a country's refusal to pay its debts or interest thereof or both debts and interest to other country.

Conversion means when the rate of interest falls, the government converts the old loan into a new loan and thus reduces its interest payments.

Dalton, an economist, called the ‘conversion process’ as ‘partial repudiation’.

The main reason for separation of audit from accounts is that accounting is an executive function while auditing is a quasi-parliamentary function.

Though the audit and account functions were separated in 1976 at the Centre level, the Comptroller and Auditor General is still responsible for the compilation and maintenance of accounts of the States, which have not separated accounts from audit.

Controller General of Accounts: When the functions of audit were separated from those of accounting in 1976, a new office of the Controller of Accounts was established as a part of the Department of Expenditure, Ministry of Finance.

It is generally believed that the forms of accounts are prescribed by the Comptroller and Auditor General. But the forms of accounts are prescribed by the President (not by the CAG) on the advice of the CAG under Article 150.

Comptroller and Auditor General of India is the head of the Indian Audit and Accounts Department.

The Comptroller and Auditor General of India can conduct two types of audit – 1. Legal audit (or Regulatory audit) 2. Propriety audit. Legal or Regulator audit means to check whether rules and regulations have been complied with. Propriety audit, on the other hand, means checking the ‘wisdom, faithfulness and economy’ of expenditure. While Legal or Regulatory audit is obligatory/compulsory, propriety audit is only discretionary/optional on the part of the CAG.

The CAG is an agent of the Parliament and conducts audit on behalf of the Parliament. Thus, when he is independent in his own sphere of activity, he is responsible to the Parliament.

The CAG of Britain is different from one of India. In Britain, the Government can draw money from the Consolidated Fund only after getting the approval of the CAG. This power is meant by the word ‘Comptroller’. Though the same word ‘Comptroller’ is adopted in India also, the CAG in India has no power to sanction withdrawal of money from the Consolidated Fund.

It is based on convention that persons selected for the post of Governor should normally be an outsider, that is, resident of another state.

Recently the Supreme Court has held that it is the discretionary power of the Governor to give permission for prosecuting the erring ministers, including the Chief Minister. In this case, the Governor is not required to act on the advice rendered by the Council of Ministers.

The President/Governor can exercise his power of ‘Pardoning’ either before trial or during or even after trial.

The President has no discretionary powers and in all cases he has to act on the advice of the Council of Ministers. The Governor however has discretionary powers as well as ‘special responsibilities’. In both the cases, he need not act according to the advice of the Council of Ministers.

The difference between **discretionary powers** and **special responsibilities**: In the case of discretionary areas, the Governor need not consult or act in accordance with the Council of Ministers. In the case of Special Responsibilities, he has to consult the Council of Ministers, but the final decision can be taken on his individual judgement.

Matters which are not explicitly mentioned as ‘discretionary powers’ but the Governor can act without ministerial advice are: 1. Sending report to the President under Article 356 (2) Reserving a bill for the consideration of the President (3) Granting permission for prosecution of erring ministers.

As regards matters on which the Governor is empowered to act in his discretion or on his 'special responsibility', the Governor will be under the complete control of the President.

Secretaries are 'Secretaries to the Government as a whole' and not to individual ministries/departments.

Usually, the officers coming from the State Civil Services are designated as 'Deputy Secretary' while those coming from the IAS is designated as 'Joint Secretary'. Similarly, officers from the State Civil Service are designated as Deputy collector or Deputy Superintendent of Police whereas those from the IAS/IPS directly are designated as 'Assistant Collector/Assistant Superintendent of Police'.

The usual Tenure system of placing officers in the Secretariat (in the Centre) applies to the State Secretariat also. The officers of the IAS and State Civil Service come on deputation to the Secretariat and go back to their field on completion of their tenure.

There is no provision in the Constitution for impeachment or removal of the Governor. This is because the Governor holds office 'during the pleasure of the President'.

Governor's emoluments, allowances and privileges are determined by the Parliament by law (not by the President).

Governor's executive powers are coextensive with the legislative powers of the State Legislature. With this, he can issue orders/rules in such matters where no legislation is there.

Under three circumstances, the Governor cannot promulgate ordinance without the prior instructions of the President. They are: (1). If a bill, containing the same provision, would require the prior sanction of the President before its introduction (2). If the Governor would have deemed it necessary to reserve a bill, containing the same provision for the consideration of the President. (3). If an Act under the same provision would have been reserved for the consideration of the President and would have received his assent.

There is no bar in the Constitution on the number of times the Governor can promulgate the same Ordinance.

The powers of the Governor as chancellor of Universities are provided in the Constitution but are given by the legislative enactment of the State.

Adjournment, prorogation and dissolution are different from one another. **Adjournment** is an interruption (small interval) in the normal business of the Assembly in the course of one and the same session (say, winter session). The power to adjourn the House is exclusively exercised by the Speaker, and the Governor has no say in this. **Prorogation** means an end of a session of the Assembly. Pending bills, if any, can however continue for forthcoming sessions. The power to prorogate is with the President/Governor. **Dissolution** means end of the Assembly itself. It applies to Lok Sabha/State Assembly

only as the Rajya Sabha/State Council is permanent. With this fresh elections shall continue. Pending bills, if any, will lapse. This is exercised by the President/Governor, as the case may be.

Summoning of the House is a duty rather than a power of the President/Governor.

If the Council of Ministers enjoy a majority and still demand dissolution of the House, the Governor has no other alternative but to dissolve the House.

The Lok Sabha rules prohibit a minister from being chosen as a member of the Public Accounts Committee.

The election of members to the Public Accounts Committee is based on the system of proportional representation with single transferable vote. This is to ensure proportional participation by all the major political parties in the PAC.

The basic principles of natural justice are: (1) No person shall be condemned unheard. (2) No one is above law. (3) No man should be a judge in his own case (4) Justice should not only be done but manifestly and undoubtedly seem to have been done.

Enthusiasm is different from **morale**. Enthusiasm is momentary, while morale denotes a more constant and persistent state of mind. Enthusiasm may however be an indication of morale.

In USA, Civil Service is fast becoming a career. However, a substantial portion of top-level jobs is still outside the Civil Service. Such jobs falling outside the Civil Service is called “**Schedule-C**” jobs.

UPSC is **not** concerned with (1) Classification of Services (2) Pay and Service Conditions (3) Cadre Management and (4) Training.

The subjects (citizens) of Nepal, Bhutan and Tibetan refugee are not eligible for Indian Foreign Service.

IMPORTANT COMMITTEES/COMMISSIONS

Name of the committee/commission	Year	Recommendations
Northcote Trivelyn Committee	1853	Introduced merit system in UK
Macaulay Committee	1854	Introduced merit system in India
Play Fair Commission	1874	Creation of classes common to services cutting across department boundaries
Ridly Commission	1886	Creation of classes common to services cutting across department boundaries

Atchison Commission	1887	-Entry of Indians into various services -Categorised services into Imperial, Provincial and Subordinate Services -Abolition of covenanted Civil Service.
Royal Commission on Decentralisation	1909	Reforms on administrative and financial relations between Government of India and the provincial governments.
Islington Committee	1912	Lower pay for members of services restricted in India.
Mc Donald Committee	1914	Setting up of 3 new classes: 1.Clerical class 2.Senior Clerical class 3. Administrative class
Haldane Committee	1918	Reforms over government machinery
Whitley Councils	1919	Employer-Employee relations
Acworth Commission	1921	Separation of Railway budget from General Budget
Anderson Committee	1923	Pay and service conditions
Inchcape Committee	1923	-separation of audit and accounts -more delegated powers to subordinates
Lee Commission	1923	Raising of Indian civil servants ratio to 50:50 Functions of Federal Public Service Commission
Muddiman Committee	1924	Minister-Civil Servant relations
Assheton Committee	1924	Training of civil servants in Britain
Simon Commission	1930	-Separation of audit and accounts - quoted the Civil Services as “ <i>Bulwarks of Administration</i> ”
Sir Wheeler Committee	1936	Tenure system Tenure system is not necessary for foreign and political departments
Brownlow Committee	1937	-headed by Gulick and Urwick -emphasised ‘anonymity in administration’
Maxwell Committee	1937	Continuation of Tenure system Minister-Secretary relationship
National Planning Committee	1938	-headed by Jawaharlal Nehru -setting up of National planning machinery for India (present Planning Commission has its genesis in this report)
Tottenham Committee	1946	Tenure system should be continued
G.S.Bajpai Committee	1947	To investigate the question of personnel shortage
Masterman Committee	1948	Participation of civil servants in political activities

1 st Hoover Commission	1949	Performance Budget recommended
Copalswamy Iyyangar Committee	1949	Bunching together ministers Rules of Cabinet Secretary formed.
2 nd Hoover commission	1955	Introduced Senior Executive services
States' Reorganisation Committee	1956	
Krishnamenon Committee	1959	On public undertakings
Nur-ud-din Ahmed Committee	1962	Training of municipal employees
Santhanam Committee	1964	On Corruption Setting up of Central Vigilance Commission recommended Finance of Panchayat Raj institutions
N.R.Pillai Committee	1966	On Indian Forest Service
Sarkaria Commission	1968	Centre-State Relations Recommended strengthening of All India Services
Kothari Committee	1976	New pattern of civil service examination.
Satishchandra Committee	1989	Reform over civil service examination -introduced Essay paper -increased the interview marks from 250 to 300
Dantwalala Commission		Planning at Block level
Zakaria Commission		Finance to Urban Local Government

IMPORTANT TERMINOLOGIES/PHRASES AND THE AUTHORS WHO COINED THEM

Sl.No.	Terminology/phrase	Author who coined the term
1	Behaviouralism	Watson
2	Administrative Platonists	Paul Appleby
3	Public policy perspective	Simon
4	Three Dimensions view of Bureaucracy	Bata K.Dey
5	Pessimistic reveries	Elton Mayo
6	Rabble Hypothesis	David Ricardo
7	Personalising	Bakke Wight
8	Socialising	Bakke Wight
9	Fusion Process	Bakke Wight
10	Degenerative process	Thompson
11	Group Effect	M.P.Follet
12	Access to boss	Urwick

13	Tension Theory	Harlan Cleveland
14	Unity of Direction	Henry Fayol
15	Positivist Theory	Charles W.Morris
16	Delphi Technique	Dalkey
17	Organisation Man	William Whyte
18	Docility	Tolman
19	Maze Model of Decision making	Herbert Simon
20	Gresham's Law of Planning	March
21	Sabbatical Leave	C.I.Barnard
22	Continuum of Leadership	Tannenbaum and Schmidt
23	Managerial Grid	Blak and Mouton
24	Contingency Model of Leadership	Fiedler
25	Path Goal Theory	R.J.House
26	Life cycle Theory of Leadership	Helsy and Blanchard
27	Integrative model of Leadership	Gibson
28	Eclectic approach of Leadership	F.H.Sandford
29	Cognitive resource Theory	Fiedler
30	Entropy	Norbert Weiner
31	Mathematical theory of communication	Shannon and Weaver
32	Self-actualisation	Kurt Goldstein coined the term (Maslow used it in his theory later)
33	Logical positivism	Herbert Simon
34	Composite Decision	C.I.Barnard
35	Field Theory of Motivation	Kurt Lewin
36	General Intelligence Test	Binet and Simon
37	Social Intelligence Test	Thurstone and his group
38	Steel Frame (referred to ICS)	Llyod George
39	Speed work	Gilbreth
40	Therblings	Gilbreth
41	Entrepreneurial Government	Dwight Waldo
42	Critical Theory	Jurgen Habermas
43	Procedural and substantive supervision	Herber Simon
44	Flow Process Chart	Gilbreth
45	Management by Objectives (MBO)	P.F.Drucker
46	Minimum Acceptable Behaviour	Alvin Gouldner
47	T-Group Technique	Chris Argyris
48	Systematic rationality	Claus Offe
49	Job Enrichment	Fredrick Herzberg
50	Self-actualising Theory	Douglas Mc Gregor

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