

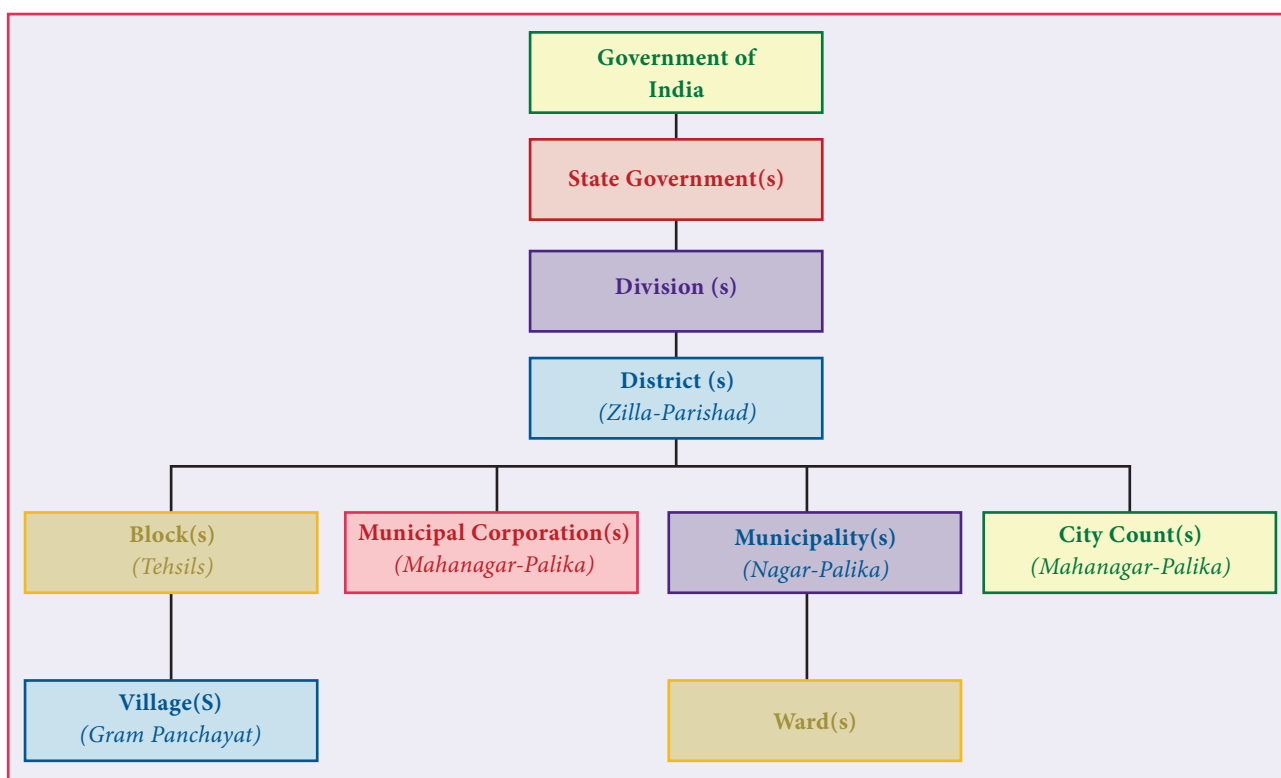


Learning Objectives



- ❖ Imparting the knowledge and skill necessary to effectively lead public service organizations.
- ❖ Providing students with opportunities to explore and identify career choices and achieve public service goals.
- ❖ Helps to understand Administrative machinery in India.
- ❖ Acquaint with the functioning of the Indian Administration, at central levels and the responses of these systems in addressing the concerns of the people.
- ❖ To highlight the emerging issues in Indian Administration in the context of changing role of state, market and civil society.
- ❖ To understand the historical evolution and socio-economic, political, cultural and global context of Indian Administration.

6.1 Framework of Indian Administration



Present Position of Indian Administrative System

Our Constitution provide for a centralized administrative system. The personnel's in the State categories are subjected to twin masters, the state executive and the union executive. The Administrative Services created by the States are also subjected to Union's supremacy. Liberalization does not mean that the bureaucracy is being relieved from excess burden, but it means reducing government's regulatory control over private sector. In the same way, we now found a trend towards more centralization in policy making and policy enforcement. The Indian Administrative System, which worked for the democratic socialist economy and planned economy earlier, is now given the task of more privatization and more centralized taxation system. This new arrangement now known as New Public Management (NPM) movement in public administration.

The Indian Administrative System has to cope up with the enforced new economic order. It has to strive for opening domestic markets to new investors, i.e. corporate from both India and abroad. Now the administrative system has to work for disinvestment, desubsidization, liberalizing and centralizing the tax – system in favour of trade and investors. Mining, ports, petroleum, airways are systematically being corporatized. Labour laws are being revised. The Indian bureaucracy has to carry out the guidelines of transnational or global bodies like World Bank, World Trade Organization, International Monetary Fund in the domestic arena.

The formation of regulators like IRDA, TRAI, CCI, PFRDA, SEBI, etc. have been a step in the same direction, further the idea of extending this concept to other areas is also being mooted, viz., in the infrastructure and mining sector. These reform proposals were also followed by reforms in the tax administration in the form of introduction of the VAT regime, introduction of a low and uniform tax rate regime, which is seen as the precursor to the uniform Goods and Services tax (GST).

6.2 Ministry, Department, Boards and Commissions

Union Government Ministries/ Department

The main policy making institution in the Union government is the central secretariat which comprises all the ministries and departments which in turn characterized by certain patterns of structural arrangements and functional specifications.

Structure of a Ministry

Ministry of Central Government has a three tier structure consisting of

1. Political Head, who is a cabinet minister assisted by minister of state and deputy minister. Sometimes a minister of State may also be a political head of a ministry/department holding an independent charge.
2. Secretariat organisation headed by a secretary who is a career civil servant. He is assisted by Joint secretaries, Deputy Secretaries, Undersecretaries and office establishment.



3. Executive organization under a head of the department who is known by various designations like Director, Director-General, Commissioner, Inspector-General, Chief Controller etc...

A ministry is primarily divided into departments. Each department is divided into wings. Each wing is, in turn, divided into divisions, which are further divided into branches. Each branch is divided into sections. A section is the lowest level and smallest organizational unit of a ministry/department.

Department (*Secretary*)
Wing (*Additional/Joint Secretary*)
Division (*Deputy Secretary*)
Branch (*Under Secretary*)
Section (*Section Officer*)

Under the Government of India, Rules of Business, 1961, the ministries departments in the Government of India were classified into different levels.

Central Secretariat

The Central Secretariat comprises of all the ministries and departments of the central Government. Article 77 of the Indian Constitution authorizes the President of India to make rules for more convenient transaction of business of Central Government and for allocation of such business among the ministries.

Role and Functions

The Central Secretariat is a policy making body of the government and is not, to undertake work of execution, unless necessitated by the lack of official agencies to perform certain tasks. The

Central Secretariat normally performs the following functions:

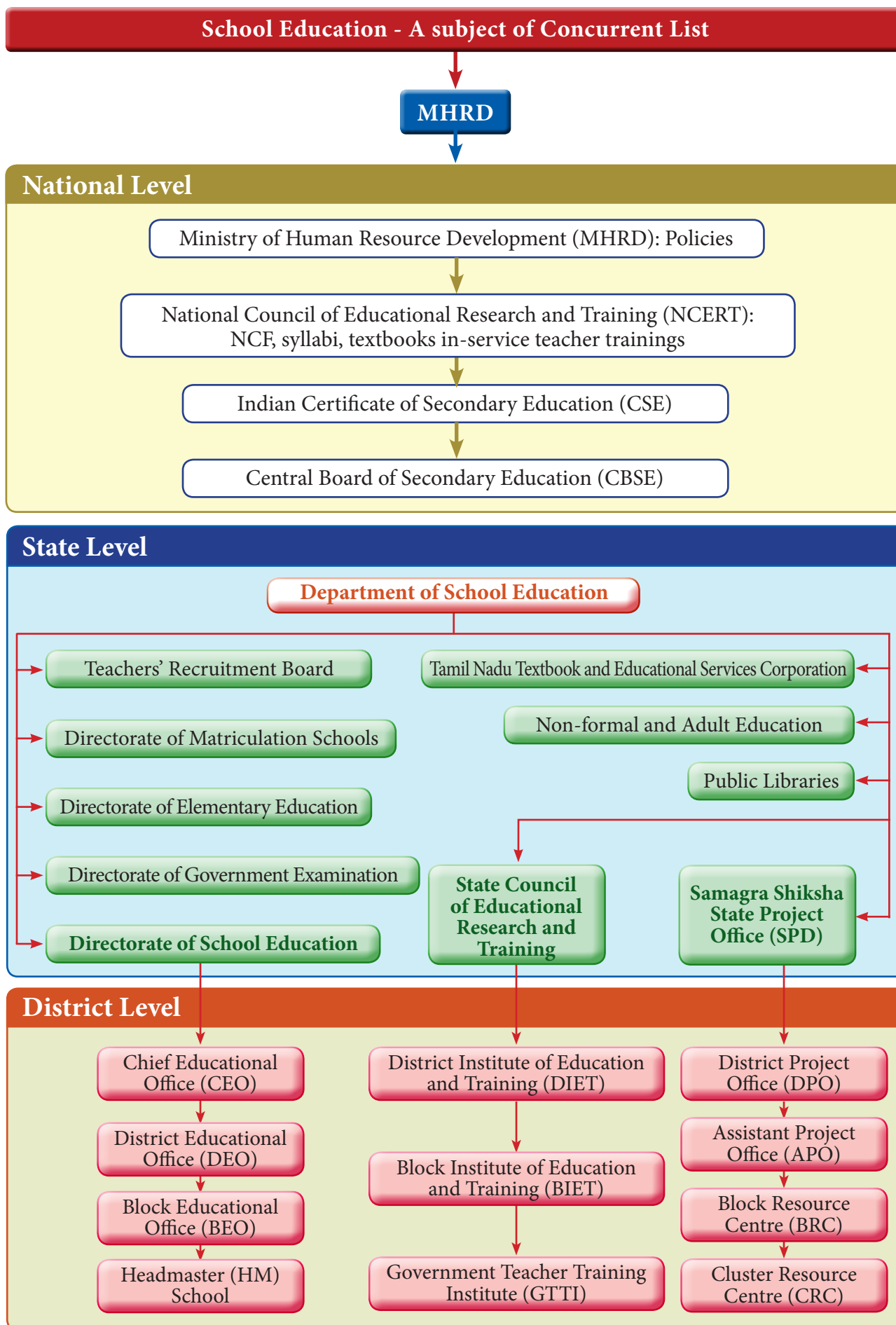
- (1) Assisting the minister in the discharge of his policy making and parliamentary responsibilities.
- (2) Framing legislation, rules and principles of procedure.
- (3) Sectoral planning and programme formulation.
- (4) Budgeting and control of expenditure in respect of activities of the Ministry/department.
- (5) Supervision and control over the execution of policies and programmes.
- (6) Initiating steps to develop greater personnel and organizational competence both in the ministry/department and its executive agencies.
- (7) Coordination and interpretation of policies, assisting other branches of government and maintaining contact with state administration.

Cabinet Secretariat

Functions

The Cabinet Secretariat functions directly under the Prime Minister. The administrative head of the Secretariat is the Cabinet Secretary who is also the ex-officio Chairman of the Civil Services Board. The business allocated to Cabinet Secretariat under Government of India (Allocation of Business) Rules, 1961 includes (i) Secretarial assistance to the Cabinet and Cabinet Committees; and (ii) Rules of Business.

The Cabinet Secretariat is responsible for the administration of the Government of India (Transaction of Business). The Secretariat assists in decision-making to the Government by



ensuring Inter-Ministerial coordination, ironing out differences amongst Ministries/Departments and evolving consensus through the instrumentality of the standing/adhoc Committees of Secretaries. Management of major crisis situations in the country and coordinating activities of various ministries.

Organisation of Cabinet Secretariat

The Cabinet Secretariat has three wings

- ❖ Civil wing
- ❖ Military wing
- ❖ Intelligence wing

Civil wing - It is the main wing and provides aid, advice and assistance to the Union cabinet.

Military wing - provides secretarial assistance to the defence committee of the cabinet, the military affairs committee etc.

Intelligence wing - it deals with the matters pertaining to the joint intelligence committee of the cabinet.

Other organizations are - RAW, Director General of Security, SPG, Joint intelligence group, DG public grievances (1988), National Authority, Chemical Weapons Convention.

Support to Cabinet Committees

The secretarial assistance, provided by Cabinet Secretariat to the Cabinet and Cabinet committees, includes

- ❖ Convening of the meetings of the Cabinet and its Committees on the orders of the Prime Minister.
- ❖ Preparation and circulation of the agenda.

- ❖ Circulation of papers related to the cases on the agenda.
- ❖ Preparation of record of discussions.
- ❖ Circulation of the record of discussions after obtaining the approval of the Prime Minister.
- ❖ Monitoring implementation of decisions taken by the Cabinet and its Committees.

Union Government-Apex Bodies

- ❖ President of India
- ❖ Vice President of India
- ❖ Cabinet Secretariat
- ❖ Election Commission of India
- ❖ Union Public Service Commission (UPSC)
- ❖ National Human Rights Commission (NHRC), India
- ❖ Comptroller and Auditor General (CAG) of India,
- ❖ Indian Audit and Accounts Department
- ❖ NITI Aayog - National Institution for Transforming India
- ❖ National Commission for Women (NCW)
- ❖ National Commission for Scheduled Tribes (NCST)
- ❖ Fifteenth Finance Commission of India
- ❖ National Commission for Minorities(NCM)
- ❖ Insurance Regulatory and Development Authority (IRDA)
- ❖ Office of the Principal Scientific Adviser

- ❖ The Cabinet Secretariat is the custodian of the papers of the Cabinet meetings.

Cabinet Secretary

The office of cabinet secretary was created in India in 1950. The first Cabinet secretary was N.R.Pillai. The Cabinet Secretary is the head of the Cabinet Secretariat. He is given a top place among the civil servants. Thus, he is the senior most civil servant in India.

The Prime Minister's Office (PMO)

The Prime Minister's Office (PMO) consists of the immediate staff of the Prime Minister of India. The PMO was originally called the Prime Minister's Secretariat until 1977, when it was renamed during the Morarji Desai ministry.

Office of Principal Scientific Adviser

The Office of the Principal Scientific Adviser to the Government of India (O/o of PSA) was set-up in November, 1999, primarily to:

- ❖ Evolve policies, strategies and missions for the generation of innovations and support systems for multiple applications,
- ❖ Generate science and technology tasks in critical infrastructure, economic and social sectors in partnership with Government departments, institutions and industry,
- ❖ Office of PSA also services the Prime Minister's Science, Technology and Innovation Advisory Council (PM-STIAC)
- ❖ Office of PSA has been placed administratively under the Cabinet Secretariat in August, 2018.

The PMO provides secretarial assistance to the Prime Minister. It is headed by the Principal Secretary to the Prime Minister. The PMO includes the anti-corruption unit and the public wing dealing with grievances. The office houses the Prime Minister and few selected officers of Indian Civil Service who work with him to manage and coordinate government and his office. The Prime Minister through his office coordinates with all ministers in the central union cabinet, minister of independent charges and governors and ministers of state government.

6.3 Personnel Administration

Concept of Personnel Administration

The task of personnel administration is to, assure a steady source of people who can contribute to the success of an organization and meet the growing demands of development. To understand the concept of personnel administration, it is very essential to first understand the meaning and nature of the term.

Personnel Administration aims at:

- ❖ Effective utilisation of human resources
- ❖ Desirable working relations among all members of the organisation
- ❖ Maximum development
- ❖ Meeting the organisation's social and legal responsibilities.

Scope of Personnel Administration

Personnel administration incorporates all aspects of management of persons in organization. The primary objective of

personnel administration, is to ensure effective utilization of human resources in pursuit of organizational goals. The personnel administration departments should design and establish an effective working relationship among all the members of an organization by division of organizational tasks into jobs, defining clearly the responsibility and authority for each job and its relation with other jobs in the organization. Personnel administration must try to enthuse among the employees feelings of commitment, involvement and loyalty to the organization. The aim is to create cordial relations among the employees and do away with frictional situations arising out of personal jealousies, rivalries and prejudices. Personnel administration also has to curb unfavorable practices like favoritism and nepotism in an organization.

Functions of Personnel Administration

Some of the important functions of personnel administration are :

- a) Manpower Planning
- b) Recruitment
- c) Training
- d) Promotion
- e) Salary structuring
- f) Employees' welfare

6.3.1 Civil Services – Meaning and Features

Advantages of having an independent, permanent and impartial civil service are as follows:

- i) A credible recruitment process through an impartial agency provides a defense against such abuse.

- ii) A permanent civil service provides continuity and develops expertise as well as institutional memory for effective policy making.
- iii) A permanent and impartial civil service is more likely to assess the long-term social payoffs of any policy whereas the political executive may have a tendency to look for short term political gain.
- iv) A permanent civil service helps to ensure uniformity in public administration and also acts as a unifying force particularly in vast and culturally diverse nations.
- v) A permanent civil service like any other reputable profession is likely to evolve over time an ethical basis for its functioning.

6.3.2 All India Services, Central Services and State Services

A unique feature of the Indian Administration System, is the creation of certain services common to both - the Centre and the States, namely, the All India Services. These are composed of officers who are in the exclusive employment of neither Centre nor the States, and may at any time be at the disposal of either. The officers of these Services are recruited on an all-India basis with common qualifications and uniform scales of pay, and notwithstanding their division among the States, each of them forms a single service with a common status and a common standard of rights and remuneration.

Like other federal polities, the Centre and the constituent states, under the Indian

Constitution, have their separate public services to administer their respective affairs. Thus, there are Central or Union Services to administer Union subjects, like defence, income tax, customs, posts and telegraphs, railways, etc. The officers of these Services are exclusively in the employment of the Union Government. Similarly, the States have their own separate and independent services.

All India Services



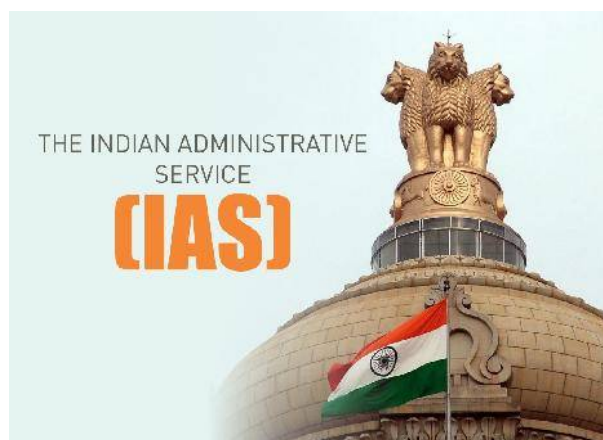
The Constitution provides for the creation of All India Services (AIS) common to the Union and the States. The All India Services Act, 1951 provides that the Central Government may make rules for regulating the recruitment and the conditions of service of persons appointed to the All India Services. Presently only the IAS, the IPS and the IFS (Indian Forest Service) have been constituted as All India Services. Recruitment to these services is made under the corresponding AIS Recruitment Rules and may be done by Direct Recruitment (through Competitive Examinations) and by promotion from the State Service. The AIS Branch is concerned with the latter mode of recruitment which is governed by the respective IAS/IPS/IFS Promotion Regulations.

What are the different modes of recruitment to the All India Services?

There are two modes of recruitment to the All India Services;

- (i) Direct Recruitment: Through the Civil Services Examination for IAS and IPS and the Indian Forest Service Examination for the IFS. These Examinations are conducted by UPSC.
- (ii) Promotion/Selection: By way of promotion of the SCS/SPS/SFS officers to the respective All India Service and by way of selection of Non-State Civil Services (NSCS) Officers to the IAS.

Indian Administrative Service



The Indian Administrative Service (IAS) is the direct descendant of the old Indian Civil Service. As an all India service, it is under the ultimate control of the Union Government, but is divided into State cadres, each under the immediate control of a State Government. The salary and the pension of these officers are met by the States. But the disciplinary control and imposition of penalties rest with the Central Government which is guided, in this respect, by the advice of the Union Public Service Commission. On appointment, the officers are posted to different State cadres. The strength of each State cadre, however, is so fixed as to include are serve of officers who can be deputed for service under the Union Government for one or more 'tenures' of three, four or five years before they return to the State cadre. The majority of individual officers have an opportunity of serving at least one spell of

duty under the Union Government; many have more than one such spell. The practice of rotating senior officers in and out of the Secretariat position is known in official parlance as the tenure system.

Another distinctive feature of this Service is its multi-purpose character. It is composed of 'generalist administrators' who are expected, from time to time, to hold posts involving a wide variety of duties and functions.

Indian Police Service

The Indian Police Service is an original all India Service (it had pre-independence origins) which differs from the IAS in two ways: (i) most of the officers in this service work only in the state since there are only a few police posts at the Centre and (ii) its pay scale and status are lower than those of the IAS. The officers of the IPS are recruited from the same unified All India Civil Service examination. Recruits to the IPS are first given a five months foundational training and later special training at the Sardar Patel National Police Academy, Hyderabad. The subjects of the study and the training is drill, handling of weapons, etc., which have a direct bearing on the normal work of a police officer. The syllabus of training includes studies of crime psychology, scientific aids in detection of crime, methods of combating corruption and emergency relief. After completing a year's training, the probationer passes an examination conducted by the UPSC. He is, then appointed as an Assistant Superintendent of Police. But, before this appointment he has to undergo a year's programme of training; he is given practical training which requires him to do the work of various subordinate officers. It is only after this that he is appointed an Assistant Superintendent of Police.



IPS

INDIAN POLICE SERVICE

As an all India Service it is under the ultimate control of the Union Government, but is divided into state cadres, each under the immediate control of a State Government. The Indian Police Service is managed by the Ministry of Home Affairs.

Indian Forest Service

The Indian Forest Service is the only all India Service that has been set up after independence. It became operational by an Act of Parliament in 1963. Its pay scale and status is lower than that of the two original all India Services - the IAS and the IPS. Its recruits are chosen from an exclusive examination conducted by the Union Public Service Commission, which consists of a written test and interview. Though it is an All India Service, its nature is not that of a generalized civil service, but is specialized and functional. It is managed by the Department of Personnel and Administrative Reforms which is in charge of making rules of recruitment, discipline and conditions of service regarding all India Services.



After selection the appointees undergo a foundational course lasting three months along with successful candidates of the other all India and Central Services. After the foundation course, the probationers move to their own Academy (Indian Forest Institute) at Dehradun for a rigorous two year training course, the end of which they have to pass an examination before final posting. The Indian Forest Service is cadre-based as in the case of other All India Services. Like all other All India Services, a member of this Service can come to the Centre on deputation but has to go back to his cadre after the period of deputation is over.

The Indian Foreign Service (IFS)

The Indian Foreign Service comes under Central Civil Service - Class I and was created after Independence. It is under the exclusive control of the Central Government and its members are recruited from the top few positions of the All India Civil Services examination. Among the Central Civil Services it is the top most in prestige, status, pay and emoluments and its recruits are asked, to serve in Indian mission and embassies abroad. It is managed by the Ministry of External Affairs. Also, involved in the management of the IFS are the Department of Personnel

which determines the conditions of service and the Ministry of Finance, which is concerned with the pay scales and other financial aspects of conditions of service. In matters of allowances, the members of the Indian Foreign Service are more fortunate compared to other services.

They are entitled to foreign allowance which are fixed with reference to: (a) local cost of living, (b) other expenditure which an officer serving abroad necessarily incurs either at home or abroad, over and above that an officer of corresponding grade serving in India, (c) representational expenditure, i.e., expenditure which while optional for a private individual is obligatory for a member of the service resident, by virtue of his official position.

The recruit of the IFS undergoes a training programme which covers a period of three years. He is attached to a district for some time to enable him to pick up contact with practical work, he also undergoes a period of secretariat training.

6.3.3 UPSC- Organization, Powers, Functions and Role



Historical Perspective

The origin of the Public Service Commission in India is found in the First Dispatch of the Government of India on the Indian Constitutional Reforms on the 5th March, 1919, which referred to the need for



Present Pattern of Civil Services Examination

The competitive examination comprises three successive stages:

- (A) Civil Services (Preliminary) examination,
- (B) Civil Services (Main) Examination.

A. Preliminary Examination:

The Examination shall comprise of two compulsory Papers of 200 marks each.

- (i) Both the question papers will be of the objective type (multiple choice questions) and each will be of two hours duration.
- (ii) CSAT of the Civil Services (Preliminary) Examination will be a qualifying paper with minimum qualifying marks fixed at 33%.
- (iii) The question papers will be set both in Hindi and English.

B. Main Examination: The written examination and personality test.

The written examination will consist of the following papers.

Two Qualifying Papers:

Paper-A

(One of the Indian Language to be selected by the candidate from the Languages included in the Eighth Schedule to the Constitution).

300 Marks

Paper-B

- ❖ English 300 Marks
- ❖ Papers to be counted for merit

I. Seven papers for ranking:

Paper-I

- ❖ Essay **250 Marks**

Paper-II

- ❖ General Studies-I **250 Marks**
(Indian Heritage and Culture, History and Geography of the World and Society)

Paper-III

- ❖ General Studies -II **250 Marks**
(Governance, Constitution, Polity, Social Justice and International relations)

Paper-IV

- ❖ General Studies -III **250 Marks**
(Technology, Economic Development, Bio-diversity, Environment, Security and Disaster Management)

Paper-V

- ❖ General Studies -IV **250 Marks**
(Ethics, Integrity and Aptitude)

Paper-VI

- ❖ Optional Subject - Paper 1 **250 Marks**

Paper-VII

- ❖ Optional Subject - Paper 2 **250 Marks**

- ❖ Sub Total (Written test) **1750 Marks**

- ❖ Personality Test **275 Marks**

Grand Total 2025 Marks



setting up some permanent office charged with the regulation of service matters. This concept of a body intended to be charged primarily with the regulation of service matters, found a somewhat more practical shape in the Government of India Act, 1919. Section 96(C) of the Act provided for the establishment in India of a Public Service Commission which should “discharge, in regard to recruitment and control of the Public Services in India, such functions as may be assigned thereto by rules made by the Secretary of State in Council”.

After passing of the Government of India Act, 1919, in spite of a prolonged correspondence among various levels on the functions and machinery of the body to be set up, no decision was taken on setting up of the body. The subject was then referred to the Royal Commission on the Superior Civil Services in India (also known as Lee Commission). The Lee Commission, in their report in the year 1924, recommended that the statutory Public Service Commission contemplated by the Government of India Act, 1919 should be established without delay.

Subsequent to the provisions of Section 96(C) of the Government of India Act, 1919 and the strong recommendations made by the Lee Commission in 1924 for the early establishment of a Public Service Commission, it was on October 1, 1926 that the Public Service Commission was set up in India for the first time. It consisted of four Members in addition to the Chairman. Sir Ross Barker, a member of the Home Civil Service of the United Kingdom was the first Chairman of the Commission.

The functions of the Public Service Commission were not laid down in the

Government of India Act, 1919, but were regulated by the Public Service Commission (Functions) Rules, 1926 framed under sub-section (2) of Section 96(C) of the Government of India Act, 1919. Further, the Government of India Act, 1935 envisaged a Public Service Commission for the Federation and a Provincial Public Service Commission for each Province or group of Provinces. Therefore, in terms of the provisions of the Government of India Act, 1935 and with its coming into effect on 1st April, 1937, the Public Service Commission became the Federal Public Service Commission.

With the inauguration of the Constitution of India in January 26, 1950, the Federal Public Service Commission came to be known as the Union Public Service Commission, and the Chairman and Members of the Federal Public Service Commission became Chairman and Members of the Union Public Service Commission by virtue of Clause (1) of Article 378 of the Constitution.

Organization and Powers

The Union Public Service Commission is a Constitutional Body established under Article 315 of the Constitution of India. The Commission consists of a Chairman and ten Members.

The Mandate of Union Public Service Commission Under Article 320 and 321 of the Constitution of India, includes:

Union Public Service Commission is a Constitutional Body, which has been mandated the responsibilities are as follows: Making recruitment by conduct of competitive examinations, selection through



interviews, Advising on the suitability of officers for appointment on promotion and transfer-on-deputation, Advising the Government on all matters relating to methods of recruitment to various services, Framing and amendment of Recruitment Rules, disciplinary cases relating to various Civil Services, Miscellaneous matters relating to grant of extra-ordinary pensions, reimbursement of legal expenses etc, Advising the Government on any matter referred to the Commission by the President of India and on the request of the Governor of a State, to serve all or any of the needs of a State relating to recruitment, with the approval of the President.

In order to fulfill its Constitutional obligations, the Commission is supported by Officers/Staff broadly known as Secretariat of the Commission, headed by the Secretary. The Administrative Branch of the Commission is entrusted with the functions of administering the Secretariat of the Commission as well as looking after the personal matters of Hon'ble Chairman/

Hon'ble Members and other Officers/ Staff of the Commission.

6.3.4 State Public Service Commission



Parallel to the Union Public Service Commission (UPSC) at the Centre, there is a State Public Service Commission (State Public Service Commission) in a state. The same set of Articles (i.e., 315 to 323 in Part XIV) of the Constitution also deal with the composition, appointment and removal of members, power and functions and independence of a State Public Service Commission.

Composition

A State Public Service Commission consists of a chairman and other members

Constitutional Provisions	
Article-315	Public Service Commissions for the Union and for the States.
Article-316	Appointment and term of office of members.
Article-317	Removal and suspension of a member of a Public Service Commission.
Article-318	Power to make regulations as to conditions of service of members and staff of the Commission.
Article-319	Prohibition as to the holding of offices by members of Commission on ceasing to be such members.
Article-320	Functions of Public Service Commissions.
Article-321	Power to extend functions of Public Service Commissions.
Article-322	Expenses of Public Service Commissions.
Article-323	Reports of Public Service Commissions.



appointed by the governor of the state. The Constitution does not specify the strength of the Commission but has left the matter to the discretion of the Governor. Further, no qualifications are prescribed for the commission's membership except that one-half of the members of the commission should be such persons who have held office for at least ten years either under the government of India or under the Government of a state. The Constitution also authorizes the governor to determine the conditions of service of the chairman and members of the Commission.

The chairman and members of the Commission hold office for a term of six years or until they attain the age of 62 years, whichever is earlier (in the case of UPSC, the age limit is 65 years). However, they can relinquish their offices at any time by addressing their resignation to the governor.

The governor can appoint one of the members of the State Public Service Commission as an acting chairman in the following two circumstances:

- a) When the office of the chairman falls vacant; or
- b) When the chairman is unable to perform his functions due to absence or some other reason.

The acting chairman functions till the person appointed as chairman enters on the duties of the office or till the chairman is able to resume his duties.

Removal

Although the chairman and members of a State Public Service Commission are

appointed by the governor, they can be removed only by the president (and not by the governor). The president can remove them on the same grounds and in the same manner as he can remove a chairman or a member of the UPSC. Thus, he can remove him under the following circumstances:

- a) If he is adjudged an insolvent (i.e., has gone bankrupt); or
- b) If he engages, during his term of office, in any paid employment outside the duties of his office; or
- c) If he is, in the opinion of the president, unfit to continue in office by reason of infirmity of mind or body.

In addition to these, the president can also remove the chairman or any other member of State Public Service Commission for misbehavior. However, in this case, the president has to refer the matter to the Supreme Court for an enquiry. If the Supreme Court, after the enquiry, upholds the cause of removal and advises so, the president can remove the chairman or a member. Under the provisions of the Constitution, the advice tendered by the Supreme Court in this regard is binding on the president. However, during the course of enquiry by the Supreme Court, the governor can suspend the concerned chairman or member, pending the final removal order of the president on receipt of the report of the Supreme Court.

Further, the Constitution has also defined the term 'misbehaviour' in this context. The Constitution states that the chairman or any other member of a State Public Service Commission is deemed to be guilty of misbehavior if he (a) is



concerned or interested in any contract or agreement made by the Government of India or the government of a state, or (b) participates in any way in the profit of such contract or agreement or in any benefit there from otherwise than as a member and in common with other members of an incorporated company.

Independence

As in the case of UPSC, the Constitution has made the following provisions to safeguard and ensure the independent and impartial functioning of a State Public Service Commission:

- a) The chairman or a member of a State Public Service Commission can be removed from office by the president only in the manner and on the grounds mentioned in the Constitution. Therefore, they enjoy the security of tenure.
- b) The conditions of service of the chairman or a member, though determined by the governor, cannot be varied to his disadvantage after his appointment.
- c) The entire expense including the salaries, allowances and pensions of the chairman and members of a State Public Service Commission are charged on the consolidated fund of the state. Thus, they are not subject to vote of the state legislature.
- d) The chairman of a State Public Service Commission (on ceasing to hold office) is eligible for appointment as the chairman or a member of UPSC or as the chairman of any other State Public Service Commission, but not

for any other employment under the Government of India or a state.

- e) A member of a State Public Service Commission (on ceasing to hold office) is eligible for appointment as the chairman or a member of the UPSC, or as the chairman of that State Public Service Commission or any other State Public Service Commission, but not for any other employment under the Government of India or a state.
- f) The chairman or a member of a State Public Service Commission is (after having completed his first term) not eligible for reappointment to that office (that is, not eligible for second term)

Functions

A State Public Service Commission performs all those functions in respect of the state services as the UPSC does in relation to the Central services:

- a) It conducts examinations for appointments in the services of the state.
- b) It is consulted on the following matters related to personnel management:
 - i) All matters relating to methods of recruitment to civil services and for civil posts.
 - ii) The principles to be followed in making appointments to civil services and posts and in making promotions and transfers from one service to another.
 - iii) The suitability of candidates for appointments to civil services and posts; for to another; and transfers from one service to another; and



appointments by transfer or deputation. The concerned departments make recommendations for promotions and request the State Public Service Commission to ratify them.

iv) All disciplinary matters affecting a person serving under the government of the state in a civil capacity including memorials or petitions relating to such matters. These include:

- ❖ Censure (severe disapproval)
- ❖ Withholding of increments
- ❖ Withholding of promotions
- ❖ Recovery of pecuniary loss
- ❖ Reduction to lower service or rank (demotion)
- ❖ Compulsory retirement
- ❖ Removal from service
- ❖ Dismissal from service

v) Any claim for reimbursement of legal expenses incurred by a civil servant in defending legal proceedings instituted against him in respect of acts done in the execution of his official duties.

vi) Any claim for the award of a pension in respect of injuries sustained by a person while serving under the government of the state and any question as to the amount of any such award.

vii) Any other matter related to the personnel management.

The Supreme Court has held that if the government fails to consult the State Public Service Commission in these matters, the aggrieved public servant has no remedy in a court. In other words, the court held

that any irregularity in consultation with the State Public Service Commission or acting without consultation does not invalidate the decision of the government. Thus, the provision is directory and not mandatory.

The additional functions relating to the services of the state can be conferred on State Public Service Commission by the state legislature. It can also place the personnel system of any local authority, corporate body or public institution within the jurisdiction of the State Public Service Commission. Hence, the jurisdiction of State Public Service Commission can be extended by an Act made by the state legislature.

The State Public Service Commission presents; annually, to the governor a report on its performance. The governor places this report before both the Houses of the state legislature, along with a memorandum explaining the cases where the advice of the Commission was not accepted and the reasons for such non-acceptance.

Limitations

The following matters are kept outside the functional jurisdiction of the State Public Service Commission. In other words, the State Public Service Commission is not consulted on the following matters:

- a) While making reservations of appointments or posts in favour of any backward class of citizens.
- b) While taking into consideration the claims of scheduled castes and scheduled





tribes in making appointments to services and posts.

The governor can exclude posts, services and matters from the purview of the State Public Service Commission. The Constitution states that the governor, in respect to the state services and posts may make regulations specifying the matters in which, it shall not be necessary for State Public Service Commission to be consulted. But all such regulations made by the governor shall be laid before each House of the State legislature for at least 14 days. The State legislature can amend or repeal them.

Role

The Constitution visualizes the State Public Service Commission to be the 'watchdog of merit system' in the state. It is concerned with the recruitment to the state services and advises the government, when consulted, on promotion and disciplinary matters. It is not concerned with the classification of services, pay and service conditions, cadre management, training and so on. These matters are handled by the Department of Personnel or the General Administration Department. Therefore, the State Public Service Commission is only a central recruiting agency in the state while the Department of Personnel or the General Administration Department is the central personnel agency in the state.

The role of State Public Service Commission is not only limited, but also recommendations made by it are only of advisory nature and hence, not binding on the government. It is up to the state

government to accept or reject that advice. The only safeguard is the answerability of the government to the state legislature for departing from the recommendation of the Commission. Further, the government can also make rules, which regulated the scope of the advisory functions of State Public Service Commission.

Also, the emergence of State Vigilance Commission (SVC) in 1964 affected the role of State Public Service Commission in disciplinary matters. This is because both are consulted by the government while taking disciplinary action against a civil servant. The problem arises when the two bodies tender conflicting advice. However, the State Public Service Commission, being an independent Constitutional body, has an edge over the SVC.

Finally, the State Public Service Commission is consulted by the governor while framing rules for appointment to judiciary service of the state other than the posts of district judges. In this regard, the concerned state high court is also consulted.

6.3.5 Staff Selection Commission





Function of Commission

1. To make recruitment to (i) all Group “B” posts in the various Ministries/Departments of the Govt. of India and their Attached and Subordinate Offices.
2. To conduct examinations and/or interviews, whenever required for recruitment to the posts within its purview. The examinations would be held as far as possible at different centres and successful candidates posted, to the extent possible, to their home State/Region.
3. In particular, to hold Open Competitive Examinations for recruitment to the posts are as follows:
 - i) Lower Division Clerks in the various Ministries/Departments.
 - ii) Grade “C” and Grade ‘D’ Stenographers of the Central Secretariat.
 - iii) Assistants in the various Ministries/Departments.
 - iv) Inspectors of Central Excise
 - v) Sub-Inspectors in, Central Bureau of Investigation and Central Police Organisations;
 - vi) Divisional Accountants, Auditors and Accountants
 - vii) Junior Engineer (Civil and Electrical) in CPWD
 - viii) Statistical Investigators
 - ix) Tax Assistant
 - x) Section Officer
 - xi) Section Officer (Audit)
4. The Commission also holds Departmental Examination for promotion
 - i) Lower Divisional Clerks to Upper Divisional Clerks Grade of the Central Secretariat
 - ii) Stenographers Grade “D” to Stenographers Grade “C”
5. The Commission prepares schemes for recruitment to all Group “B” posts which are in the pay scale of ₹ 9300 to 34800 with a grade pay of ₹ 42000 or below and Group “C” non-technical posts in the Ministries/Departmental of the Govt. of India including its Attached and Subordinate Offices in consultation with the Departments concerned.
6. The Commission conducts examinations/selections for recruitment to all Group “B” posts which are in the pay scales the maximum of which is ₹10,500 or below and all Group “C” non-technical posts in the Ministries/Departments of the Govt. from time to time.
7. The Commission performs such other functions as may be entrusted to it by the Central Govt. from time to time.

6.4. Election Commission

The Election Commission is a permanent and an independent body established by the Constitution of India. It ensure free and fair elections in the country. Article 324 of the Constitution provides that

the powers of superintendence, direction and control of elections to parliament, state legislatures, the office of president of India and the office of vice-president of India shall be vested in the election commission. Thus, the Election Commission is an all-



India body in the sense that it is common to both the Central government and the state governments.



It must be noted here that the election commission is not concerned with the elections to panchayats and municipalities in the states. For this, the Constitution of India provides for a separate State Election Commission.

6.5 Comptroller and Auditor General of India

The Constitution of India (Article 148) provides for an independent office of the Comptroller and Auditor General of India (CAG). He is the head of the Indian Audit and Accounts Department. He is the guardian of the public purse and controls the entire financial system of the country at both the levels the Centre and the state. His duty is to uphold the Constitution of India and laws of Parliament in the field of financial administration. This is the reason why Dr. B.R. Ambedkar said that the CAG shall be the most important Officer under the Constitution of India. He is one of the bulwarks of the democratic system of government in India; the others being the Supreme Court, the Election Commission and the Union Public Service Commission.

6.6. Financial Administration

Financial Administration : Objectives

Financial administration which is characterised by deficit budgets, massive public debt and deficit financing.

These are as follows:

- 1) Management of the finances of public household
- 2) Implementation of projects and programmes
- 3) Provision for public goods and social services
- 4) Growth, Employment and Price Stability
- 5) Capital formation
- 6) Productive deployment of national funds
- 7) Facilitating smooth flow of parliamentary processes
- 8) Achieving equity and equality.

Principles of Financial Administration

The following may be listed as some of the important principles of financial administration

- 1) The principle of primacy of public interest, public choice and public policy
- 2) The principle of political direction and control
- 3) The principle of correspondence
- 4) The principle of unity of organisation and management
- 5) The principle of stability and balance
- 6) The principle of simplicity and flexibility
- 7) The principle of conduct, discipline and regularity

8) The principle of public trust and accountability.

Four Distinct Phases- Financial Administrative History of India

Period I (1765-1858) - Creation of structure and concretisation.

Period II (1860-1919) - Development of systems and Procedures.

Period III (1919-1947) - Democratisation and Decentralisation

Period IV (1950-till date) - Development orientation.

New Emerging Trends - Financial Administration in India

- 1) Regulation and control of fiscal deficit
- 2) Cutback on non-development expenditure
- 3) Development of zero base perspective
- 4) De-emphasised public sector
- 5) Non-bureaucratic delivery of public goods and services
- 6) Focus on decentralized responsibility for financing development plans
- 7) Towards deregulation and liberalization

6.6.1 Enactment and Execution of Budget

Budgetary Cycle

In order to allow time for the executive and legislative processes to go through, budgeting is geared to a cycle. The process of approval is very significant in any possible form of government.

The cycle consists of four phases:

Preparation and submission;

Approval;

Execution; and Audit

At any given point of time, several cycles would be in operation and would be overlapping. Nevertheless, various segments of a cycle have different operational life.

Budget Preparation

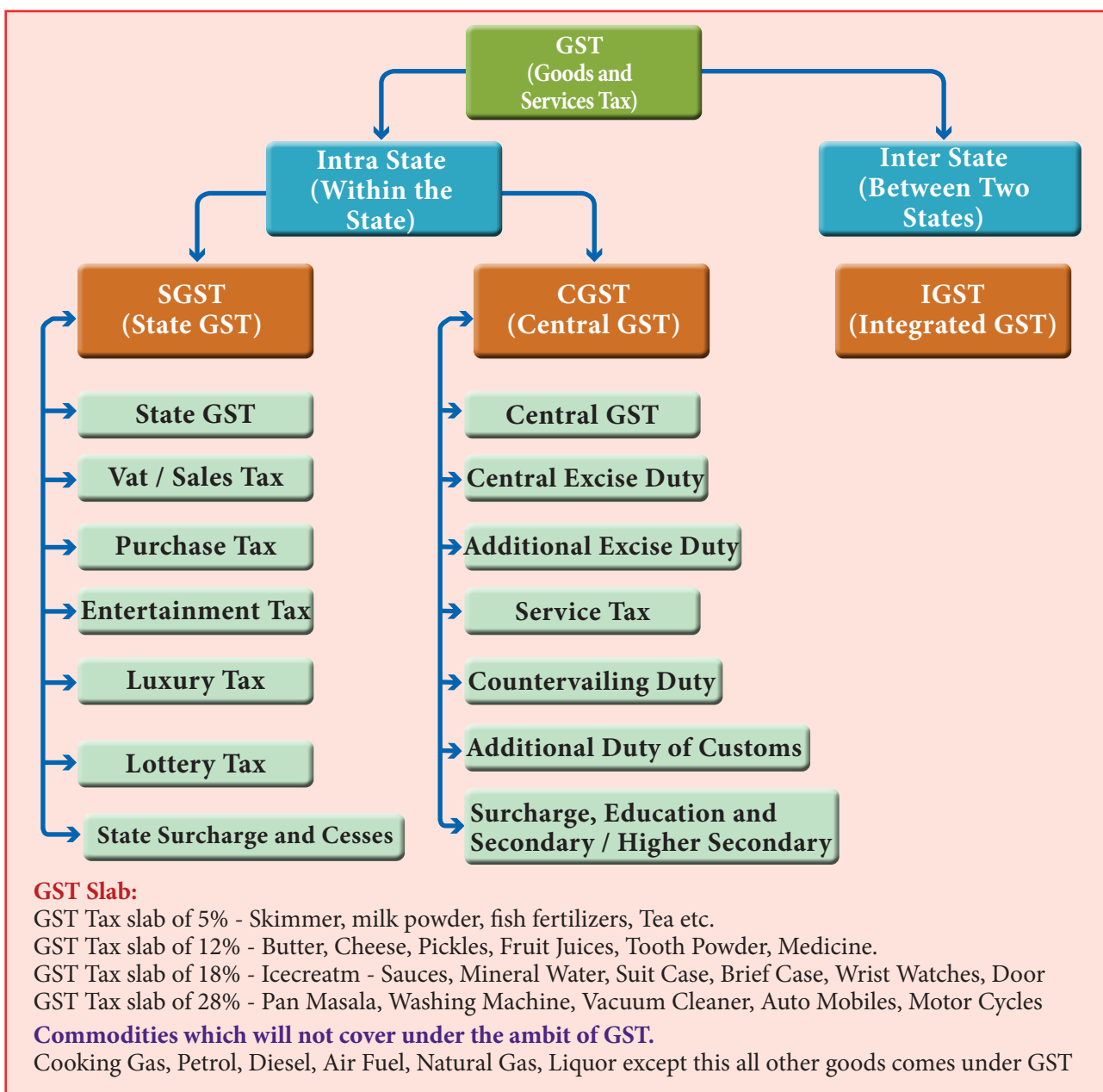
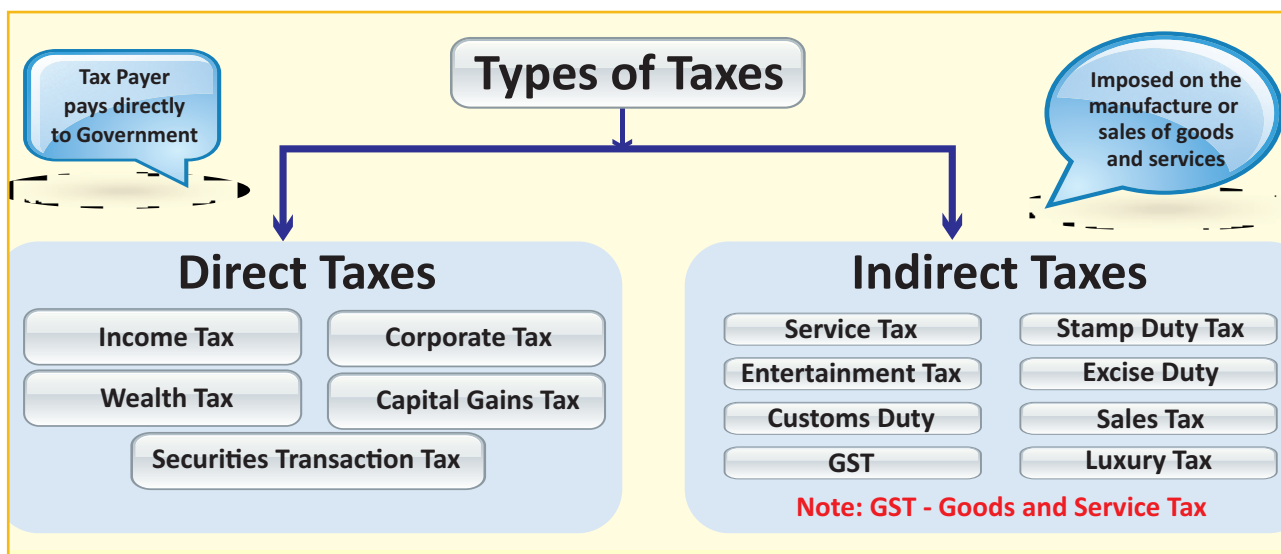
In India, budget preparation formally begins on the receipt of a circular from the Ministry of Finance sometime during September/October, that is, about six months before the budget presentation. The circular prescribes the time-schedule for sending final estimates separately for plan and non-plan, and the guidelines to be followed in the examination of budget estimates to be prepared by the department concerned. The general rule is that the person who spends money should also prepare the budget estimates. Budget proposals normally contain the following information:

- i) Accounts classification
- ii) Budget estimates of the current year
- iii) Revised estimates of the current year
- iv) Actuals for the previous year; and
- V) Proposed estimates for the next financial year.

Financial Year

When the first modern budget was presented in 1860, the financial year adopted by the government was from 1st May to 30th April. Beginning with the year 1866, however, the financial year was changed to 1st April to 31st March, in conformity with the practice in England.

6.6.2 Tax Structure in India



Glossary



- ❖ **Civil Service:** Those branches of public service that are not legislative, judicial, or military and in which employment is usually based on competitive examination. The entire body of persons employed by the civil branches of a government.
- ❖ **Appointment:** A non-elected government job. Most jurisdictions offer several kinds of appointments. A noncompetitive appointment is government employment obtained without competing with others, in the sense that is done without regard to civil service registers.
- ❖ **Civil Service Reform:** Civil service reform, which implies developing the capacity of the civil service to fulfill its mandate, defined to include issues of recruitment and promotion, pay, number of employees, performance appraisal and related matters.
- ❖ **Decentralization:** Decentralization is commonly regarded as a process through which powers, functions, responsibilities and resources are transferred from central to local governments and/or to other decentralized entities. In practical terms, decentralization is a process of striking a balance between the claims of the periphery and the demands of the centre.
- ❖ **E-democracy:** E-democracy is the utilization of electronic communications technologies, such as the Internet, to enhance democratic processes, including elections, forums

and other participatory means. It is a relatively new political development, as well as the subject of much debate and activity within government, civic-oriented groups and societies around the world.

- ❖ **E-governance:** E-governance can be defined as the application of ICT tools in (1) the interaction between government and citizens and businesses, and (2) in internal government operations to simplify and improve democratic governance.
- ❖ **Good governance:** Good governance entails sound public sector management (efficiency, effectiveness and economy), accountability, exchange and free flow of information (transparency), and a legal framework for development (justice, respect for human rights and liberties) (World Bank).
- ❖ **Human Resources:** Human resources is a term with which many organizations describe the combination of traditionally administrative personnel functions with performance, Employee Relations and resource planning. The field draws upon concepts developed in Industrial/Organizational Psychology. Human resources has at least two related interpretations depending on context. The original usage derives from political economy and economics, where it was traditionally called labor, one of four factors of production. The more common usage within corporations and businesses refers to the individuals within the firm, and to the portion of the firm's organization that deals with hiring, firing, training, and other personnel issues.



❖ **Integrity:** In public administration, integrity refers to “honesty” or “trustworthiness” in the discharge of official duties, serving as an antithesis to “corruption” or “the abuse of office.” Integrity is a key element that completes the notion of accountability and transparency. It can also be defined as incorruptibility, an unimpaired condition or soundness and is synonymous to honesty.

❖ **Public Administration:** Public Administration is centrally concerned with the organization of government policies and programmes as well as the behavior of officials (usually non-elected) formally responsible for their conduct.

❖ **Transparency:** Transparency refers to unfettered access by the public to timely and reliable information on decisions and performance in the public sector, as well as on governmental political and economic activities, procedures and decisions

❖ **Welfare State:** Political system based on the premise that the government has the responsibility for the wellbeing of its citizens, by ensuring that a minimum standard of living is within everyone’s reach. This commitment is translated into provision of universal and free education, universal medical care, insurance against disability, sickness, and unemployment, family allowances for income supplement, and old age pensions.

(Evaluation)

I. Choose the correct answer:

1. Who appoints the members of the All India Services?
 - a) The President
 - b) The Union Home Minister
 - c) The Chairman of the Union Public Service Commission
 - d) The Attorney General of India
2. The Union Public Service Commission, which is concerned with the recruitment of civil services at the Centre,
 - a) Was created through a presidential Ordinance in 1950
 - b) Was created by an executive resolution which was duly endorsed by the Parliament
 - c) Was provided in the Constitution
 - d) Was provided under the Indian Independence Act, 1947.
3. The Composition of the Union Public Service Commission has been
 - a) Laid down in the Constitution
 - b) Determined by the Parliament
 - c) Determined by the president
 - d) Determined by the Union Home Ministry





4. What is the chief function of the UPSC?
 - a) To conduct examinations for appointment to All India and Central Services
 - b) To advise the President regarding claims of civil servants for costs incurred in the course of execution of duties
 - c) to advise the President regarding disciplinary action against a civil servant
 - d) All the above
5. Members of the UPSC can be removed from office before the expiry of their term by
 - a) the Prime Minister
 - b) the Chairman of the UPSC
 - c) the President on the recommendation of the Supreme Court
 - d) The President on the recommendation of the Parliament
6. Which of the following has been wrongly listed at an All India Services?
 - a) India Police Service
 - b) Indian Administrative Service
 - c) Indian Foreign Service
 - d) Indian Economic Service
7. Which of the following is not a statutory functions of the UPSC?
 - a) To advise the government on the methods of recruitment, promotion and control of public services
 - b) To look after the interests and right of civil servants
 - c) To hear appeals from civil servants and redress their grievances
 - d) To act as a watchdog on the functioning of the state Public Service Commission
8. In India, new All India Services can be created
 - a) Through an amendment in the Constitution
 - b) By the Union Government in Consultation with the UPSC
 - c) By the Parliament
 - d) By the President on the Advice of the Union Council of Ministers
9. A member of a State Public Service Commission can be removed on the ground of misbehavior only after an enquiry has been conducted by
 - a) A committee appointed by the President
 - b) The Supreme Court of India
 - c) The High Court of the State
 - d) A committee appointed by the governor of the state
10. Expenses incurred out of the Contingency Fund of India are
 - a) Subsequently recouped by transferring savings from other heads of budget
 - b) recouped through supplementary, additional or excess grants by Parliament
 - c) not recouped till the whole fund is exhausted
 - d) recouped by collecting contributions from various states





11. Which one of the following sets of Bills is presented to the Parliament along with the Budget?
- a) Contingency Bill and Appropriation Bill
 - b) Finance Bill and Appropriation Bill
 - c) Finance Bill and Appropriation Bill
 - d) Direct Taxes and Indirect Taxes Bill
12. Under the Constitution, the Central Government collect various types of taxes, which it has to share with the state governments. Which of the following enjoys Constitutional authority to decide the share of the states in the taxes?
- a) The Union Finance Minister
 - b) The Finance Commission
 - c) The Planning Commission
 - d) The Union Cabinet in consultation with the President
13. When an advance grant is made by the Parliament pending regular passage of the Budget, it is called
- a) Vote on Account
 - b) Token Grant
 - c) Supplementary Grant
 - d) Vote on Credit
14. The Parliament exercises control over finances through several methods. Which one of the following has been wrongly listed?
- a) It prepare and passes central Budget
 - b) It levies and collects the taxes
 - c) It sanctions the amounts spent out of the Consolidated Fund of India
15. The Parliament of India generally holds three sessions. Which one of the following has been wrongly listed as a session of Parliament?
- a) Budget Session
 - b) Monsoon Session
 - c) Spring Session
 - d) Winter Session
16. The Lok Sabha is superior to the Rajya Sabha because
- a) It is a directly elected house
 - b) The Council of Ministers is accountable to it
 - c) It controls the budget
 - d) Of all the above reasons
17. A Joint Public Service Commission for two or more states
- a) Cannot be constituted under any circumstances
 - b) Can be constituted by the Parliament on its own
 - c) Can be constituted by the Parliament after a resolution to this effects is passed by the legislatures of the concerned states
 - d) Can be constituted by the president on the recommendation of the Chairmen of the concerned State Public Service Commission
18. When was the Public Service Commission, a forerunner of Union Public Service Commission, was first of all set up in India?
- a) 1926
 - b) 1938
 - c) 1947
 - d) 1950



II. Answer the following questions very shortly:

1. Define Public Administration.
2. Ministry of External Affairs.
3. What is Personnel Administration?
4. Write a short note on Indian Administrative Service.
5. Write a short note on UPSC.
6. Write a short note on SSC.
7. Write a short note on Financial Administration.

III. Answer the following questions shortly

1. Independent Regulatory Authority.
2. What is GST?
3. What is Informal communication?
4. Write about the two modes of recruitment to the All India Services.

IV. Answer the following questions detail

1. Write an essay about State Public Service Commission.
2. Write about the functions of SSC.
3. Explain the objectives of financial Administration.

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