



## B.A. (Hons) Mass Communication- I Year

### Subject : Public Administration, Society and Media

### Syllabus

<b>UNIT-I</b>	Concept of administration, Administration in historical perspective, Composition of administration, Public administration organizational principles, Personnel administration Recruitment, Promotion, Training. Executive legislative and judicial control over administration. Administration reforming and their impacts.
<b>UNIT-II</b>	Areas of Administration Forms and areas of Administration, Public Administration and its Character in India, Public Undertaking Administration Administrative Tribunals, Intelligence Administration Law & 82 Order Administration, Defense Administration etc., Administration & Society-Administration of Various Levels Central State, District, Jila Sarkar, Panchayati Raj and Gram Sarkar, Lokpal & Lok Ayukta, Administration and Backward Society, Influence of Castes, Class and Creed Prejudices over Administration.
<b>UNIT-III</b>	Administration & Media Press, Society and Administration, Media understanding of Administration, Coverage and Relation, Administration and Freedom of Press, Mass Media. Dialogue and the State, Chief Minister: Powers, Role and Position. Council of Ministers and State Legislature. Organization and Structure of State Administration. State Secretariat and Directorate
<b>UNIT-IV</b>	District Administration: Evolution, Features and Functions. District Collector: Evolution, Appointment. Functions and Position. Police Administration at District Level: Organization and Functions, Block Development and Panchayat Officer, Tehsildar, Social Welfare Administration in India: Institutional Framework and Programmes of Centre and State Governments programmes for the Welfare of Scheduled Castes, Women and Children.
<b>UNIT-V</b>	Agriculture Development Problems and causes for the Backwardness of Agriculture development. Programme and aims of the Centre and State Government for Agriculture Development, Concept of Citizen Centric Administration: Evolution, Concept, Features and Significance, Decentralization and Delegation: Concept and Benefits. Grievance Redressal Mechanism: Grievance-Meaning and Agencies for Redressal of Grievances at centre and state levels



**UNIT-I  
CONCEPT OF ADMINISTRATION**

**What is administration?**

According to Theo Haimann, "Administration means overall determination of policies, setting of major objectives, the identification of general purposes and laying down of broad programmes and projects". It refers to the activities of higher level. It lays down basic principles of the enterprise. According to Newman, "Administration means guidance, leadership & control of the efforts of the groups towards some common goals".

**What is management?**

Management involves conceiving, initiating and bringing together the various elements; coordinating, actuating, integrating the diverse organizational components while sustaining the viability of the organization towards some pre-determined goals. In other words, it is an art of getting things done through & with the people in formally organized groups.

**How Administration is different from Management**

On the Basis of Functions: -

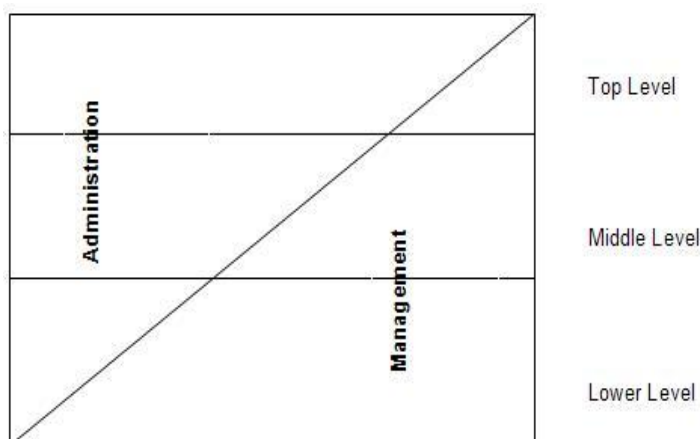
Basis	Management	Administration
Meaning	Management is an art of getting things done through others by directing their efforts towards achievement of pre-determined goals.	It is concerned with formulation of broad objectives, plans & policies.
Nature	Management is an executing function.	Administration is a decision-making function.
Process	Management decides who should do it & how should he do it.	Administration decides what is to be done & when it is to be done.
Function	Management is a doing function because managers get work done under their supervision.	Administration is a thinking function because plans & policies are determined under it.
Skills	Technical and Human skills	Conceptual and Human skills
Level	Middle & lower level function	Top level function



**On the Basis of Usage: -**

Basis	Management	Administration
Applicability	It is applicable to business concerns i.e. profit-making organization.	It is applicable to non-business concerns i.e. clubs, schools, hospitals etc.
Influence	The management decisions are influenced by the values, opinions, beliefs & decisions of the managers.	The administration is influenced by public opinion, govt. policies, religious organizations, customs etc.
Status	Management constitutes the employees of the organization who are paid remuneration (in the form of salaries & wages).	Administration represents owners of the enterprise who earn return on their capital invested & profits in the form of dividend.

Practically, there is no difference between management & administration. Every manager is concerned with both - administrative management function and operative management function as shown in the figure. However, the managers who are higher up in the hierarchy denote more time on administrative function & the lower level denote more time on directing and controlling worker's performance i.e. management.





Public Ad is basically an aspect of the broader term “Administration”. It caters for the implementation & execution of government policies. It is basically related with the management of programs and policies, meant for the public. Moreover, it deals with the analysis of the policies & their revaluation. It refers to the study of activities of state which may be related to executive, legislative or judiciary. It deals not only with the processes but also the substantive field. It is also known as governmental administration; hence the focus of Pub Ad is on public bureaucracy of the government. It is an instrument not only for protecting & restraining but also fostering & promoting. A country’s progress is directly determined by the quality of its public administration.

## What is Public Administration?

### Public Administration - meaning, concepts and definitions-

The word public administration is taken from two Latin words, **Publicus**, which means people and **Ad ministrare** which means to manage and to serve. Hence in a general sense public administration means to serve and look after the people. Literally it means management of public affairs.

Various experts defined Public Administration as follows-

**Woodrow Wilson-** The Public Administration is detailed and systematic execution of law. Every particular application of law is an act of administration.

**L. D. White-** Public Administration consists of all those operations having for their purpose of fulfillment or enforcement of public policy.

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

**P. Mc Queen-** Public Administration is administration related to the operations of government.

**E. N. Gladden-** Public Administration is concerned with the administration of government.

**Waldo** – Pub ad is the art of science of management applied to the affairs of the state.

### Nature of Public Administration

Though it is much disputed but the Nature of Public Administration could be understood by these three views-

**The Integral View-** L.D. White, P Fiffner, F. M Marks etc. are supporters of this view according to which Public Administration is comprised of all the activities which are undertaken to accomplish the given objectives. It is basically sum total of managerial, technical, clerical and manual activities.



**The Managerial View-** Luther Gullick, Simon, Smithburg, Thompson etc are followers of this view. In this concept only the **management related activities of administration** are concerned. **Thus this concept is related only with the activities of top authorities.**

**Modern View-** Gladden, John A. Peter, Democketc are followers of this view. According to this, the nature of **Public Administration depends upon its reference.**

#### **Scope of Public Administration-**

To understand the scope of Public Administration following views are available-

**Narrow View-** Herbert Simon and Luther Gulick follow this concept. According to this, Public Administration is basically related only with the government and executive council.

**Broader View-** L. D. White, Willoughby, F. M. Marks etc postulated this view. According to this all the three parts and pillars of democracy are included under the jurisdiction of Public Administration.

**POSDCORB:-**In the field of Public Administration and Management, POSDCORB is broadly used as the classical view of Organizational theory. It was appeared most conspicuously in a 1937 paper by Luther Gulick and Lyndall Urwick. However, he first showed the concept in 1935. Primarily, POSDCORB was proposed in an exertion to develop public service professionals. A memo prepared while he was a member of the Brownlow Committee, in his piece "Notes on the Theory of Organization". Luther Gulick is asked verbally "What is the work of the chief executive? and What does he do?" POSDCORB is the answer of these questions, "considered to call devotion to the numerous functional elements of the work of a chief executive because 'management' and 'administration' have lost all exact content." According to Gulick, the elements are:

**P =Planning, O =Organizing, S =Staffing, D =Directing, CO =Co-ordinating, R =Reporting, B = Budgeting**



## PRINCIPLES OF POSDCORB



### Steps of POSDCORB:

This really refers to the many steps or phases involved in a distinctive administrative process. The POSDCORB can be elucidated in detail below:

1. **Planning:** Planning refers to the establishment a broad draft of the work to be accomplished and the process incorporated to implement them.
2. **Organizing:** Organizing involves formally defining, synchronizing and classifying the various subdivisions or sub-processes of the work to be done.
3. **Staffing:** Staffing involves selecting and recruiting the correct applicants for the job and facilitating their training and orientation while sustaining a promising work environment.
4. **Directing:** Directing entails delegating structured and decision-making instructions and orders to accomplish them.
5. **Coordinating:** Coordinating fundamentally refers to scoring and interspersing the many mechanisms of the work.
6. **Reporting:** Reporting contains frequently updating the superior about the improvement or the work-related doings. The information distribution can be through inspection or records.
7. **Budgeting:** Budgeting comprises of all the happenings that under Accounting, Auditing Control and Fiscal Planning.



## Example of POSDCORB:

Contemplate a multinational opening an exercise concerning a decent number of staffs in the staff. As per POSDCORB, the planning phase would be doing the thorough investigation of the number of individuals needed, work type, team size etc.

Staffing and organizing phases would be the Human Resource department created a list of individuals i.e. superintendents and minions who would execute this role. Once this is completed, as per POSDCORB guiding would be giving directions and warranting implementation of the strategy as per the obligation.

To safeguard an improved two-way communication, managing plays a prime role. On one occasion all this completed, the different ways of reporting are done which confirms responsibility and accountability of the team. Lastly, the budget to be distributed is considered.

## Significance of Public Administration-

- The administrative state and Public Administration are synonymous. The Public Administration executes the policies and work of the state.
- It provides constancy to the state.
- The Public Administration is an instrument of social change.
- It accelerates industrial development.
- The defense and security of a nation depends upon the Public Administration.
- It helps in providing basic facilities like education, health, entertainment etc to the common people.
- It helps for national integration. It plays vital role in execution of judiciary and legislative related works.

## Administration in historical perspective-

Though as a subject, Public Administration is a new concept but its existence is prevailing since ancient time when the human civilization developed as a state. It was incepted with the need of law and order. Even in the epics including Ramayana and Mahabharat, the concept of Public Administration is visible. Chanakya was known for his state administration. Even the European philosophers including Aristotle, Socrates etc also explained the basic concept of Public Administration. But as a subject it evolved during 18<sup>th</sup> century and that too in Europe.

For the convenience of study, the development of Public Administration as a subject, its history could be divided into following steps-

**First Stage (1887-1926)** - This period is known for division of Political Science with Public Administration. Woodrow Wilson, L. D. White and F. J Goodnow were the leading experts of this age. In his article, **The Study of Administration**, Woodrow Wilson wrote that the Public Administration is entirely different subject and should be studied separately from Political Science. In the first text book of Public Administration, **Introduction to the study of Public Administration**, Prof. L. D. White wrote that Public Administration is the art of controlling and coordinating several people to achieve a special objective.



**Second Stage (1927-1937)**- This is considered as a golden age for growth and development of Public Administration. Inception of this stage is considered with publication of W. F. Willoughby's book, **Principles of Public Administration**. During this era universal principles were designed for Public Administration.

**Third Stage (1938-1947)**- During this era, the basic thoughts of Public Administration were challenged by the experts hence is known as the era of challenge. In his book **The Functions of Administration** (1926), Chester Bernard established the fact that the administration is a cooperative movement which is influenced by the behaviour of the participants. This concept was challenged by Herbert A. Simon in his book 'Administrative Behaviour' stating that administration is a systematic process for decision making and execution.

**Fourth Stage (1948-1970)**- This was the era of crisis of identity. During this era some experts re- moved towards the mother science- political science. The followers of this concept and their publications were-

- John Gauss (Trends in the theory of Public Administration)
- Rosco Martin (Dominion of political science over Public Administration).

On the other hand some experts found the roots of Public Administration in administration science and argued that the administration is irrespective of its setting. Believers of this concept founded the **Journal of Administrative science** in 1956, which was a quarterly publication. The followers of this concept were March, Cyert and Simon and their publications were **Organisations** (1956), **Behavioural theory of the firm** (1963) and the **Handbook of Organisation** (1965).

**Fifth Stage (1971- continuing)**- It is the final stage of evolution which emphasizes on public policy analysis. During this era the public administration became an inter-disciplinary subject and developed a strong relation with other subjects like economics, sociology, psychology, anthropology etc. after the globalization, the management also became an intimate part of public administration.

### **Difference between public and private Administration**

Administration can be viewed as the act of effectively managing the affairs of a business organisation or state. It implies the optimum use of people, information and other resources of the organisation, in the attainment of the ultimate goal of the company. The administration can be done either by public officials or private individuals. **Public administration** is a branch of economics that works with service motive. On the other end, **private administration** works with business intuition.

The public administration differs from the private administration, in three important ways, i.e. the political character, accountability and scope of their activities. Here an article is presented to help you understand the meaning and differences between public and private administration.





<b>BASIS FOR COMPARISON</b>	<b>PUBLIC ADMINISTRATION</b>	<b>PRIVATE ADMINISTRATION</b>
Meaning	Public administration refers to orderly managing the resources, to achieve the purposes established by the government.	Private administration is the operation, management and organization of the affairs of the business enterprise.
What is it?	It is a political process.	It is a business activity.
Operation	In governmental set up	In non-governmental set up
Approach	Bureaucratic	Egalitarian
Decision making	Pluralistic	Monopolistic
Revenue	Taxes, fees, duties, etc.	Profits
Accountability	Accountable to general public	Accountable to the owners
Orientation	Welfare oriented	Profit oriented



### Public Administration Organizational Principles

There are various Organizational Principles for Public Administration. Few of them are as follows-

**(1) Organization-** This is the most important concept in Public Administration. It facilitates the proper utilization of men, material, money, machine and method for the target objective. Various definitions of organization are as follows-

**L. D. White-** Organisation is the arrangement of personnel for facilitating the accomplishment of some agreed purpose through allocation of functions and responsibility.

**Urvick-** Organisation is determining what activities are necessary to any purpose and arranging them in groups which may be assigned to individuals.

**Gulick-** Organisation is the formal structure of authority through which work subdivisions are arranged, defined and coordinated for the defined objective. Gulick identified four basis of organization.

Purpose  
Process  
Persons  
Place

**(2) Hierarchy-** According to L. D. White, Hierarchy consists of the universal applications of the superior-subordinate relationship through a number of levels of responsibility reaching from the top to the bottom of the structure.

Three basic principles of hierarchy are as follows-

Principle of 'Through proper channel'.

Principle of 'Correspondence'.

Principle of 'Unity of Command'.

**(3) Span of Control-** According to Dimock and Dimock 'The span of control is the number and range of direct, habitual communication contacts between the chief executive of an enterprise and his principal fellow officers.' Various factor that determine the length of span of control are-

Function  
Time  
Space  
Personality

### (4) Authority and Responsibility-

A) Authority-According to Max Weber, the authority is the willing and unconditional compliance of people, resting upon their beliefs that it is legitimate. Weber classified the authority into three types- Traditional, Charismatic and Legal- rational authority.

B) Responsibility- According to G. R. Terry ' The responsibility denotes an obligation of an individual to carry out his duties.'

According to Fayol, authority and responsibility are interconnected and commensurate.



**(5) Coordination-** Coordination has both, positive and negative implications, positively it means bringing about cooperation and team work. Negatively it means removing conflicts, inconsistencies, friction, overlapping and working at cross purposes.

**(6) Centralization and decentralization-** Centralisation means concentration of authority at the top level of the administrative system and decentralization means dispersal of authority among the lower levels of the administrative system. According to L. D. White 'The process of transfer of administrative authority from a lower to a higher level of government is called centralization, the converse is decentralization.'

**(7) Delegation-** Various definitions of delegation are as follows-

**Mooney-** Delegation means conferring of specified authority by a higher to a lower level.

**Terry-** Delegation means conferring authority from one executive or organizational unit to another.

Various types of delegation are-

Full and Partial

Conditional and Unconditional

Formal and Informal

Direct and Intermediate

**(8) Supervision-** Supervision is overseeing the work of subordinates by their superiors. It involves various activities like direction, control, guidance, inspection, coordination, superintendence etc. Various types of supervision are-

Single and Plural

Line and Functional

Substantive and Technical

**(9) Line and Staff-** The Central hierarchy of government or administration is comprised of the line and the assisting authorities of line are comprised of staff and auxiliary units. The units concerned with advisory and preparatory operations are known as staff and those concerned with housekeeping operations are the auxiliary agencies. The line is the central element of any administrative system and the staff and the auxiliary agencies are the secondary units that serve the line. The examples of line agencies are government departments, public corporations, government companies, independent regulatory commissions etc. the examples staff and auxiliary units are general and technical staff and the housekeeping staff.

**(10) Unity of Command-** An employee should receive orders from one superior only. This lessens chances of confusion and manipulation in the organization. According to Henry Fayol, 'For any action whatsoever, an employee should receive orders from one superior only.'



## THE FIVE CORE VALUES OF PUBLIC ADMINISTRATION



To practice **transparency** in public administration is to ensure citizens the availability of information which is deemed public. This should be an organizational goal, and is to be taken into account when conducting all public business regardless of one's job title. If the goal of an organization is to serve the citizens to the best of their ability, then avoiding or failing to achieve transparency would cause significant damage to the relationship between them and the people they are aiming to serve.

**Accountability** is to adhere to a standard of professionalism in the workplace. Additionally, it means to understand that our professional activities are being funded by the citizens of this country. As such, public employees are held responsible by citizens for upholding the mission of their organization. Accountability is an important aspect of the functionality of any organization public or private. Essentially, it reminds individuals that while they are employed by a professional organization they will be held liable for their actions.

Each public administrator is asked to adhere to a code of **ethics**. In order to function properly as an organization, the administrator must be held to a high degree of ethical standards. Specifically, ethics calls for administrators to display integrity, and be mindful of laws and regulations. Furthermore, this must be accomplished in order to successfully practice and promote transparency of government. Unfortunately, the importance of ethics in government is usually shown when public officials violate laws or regulations. Because of these instances, we are constantly reminded of the importance of ethics in public administration.



**Professionalism** is an important core value when considering the prestigious nature of our positions in the field of public administration. In essence, administrators are hired to be visionaries, in addition to being stewards of public funds and information. To be professional is to understand the importance of our jobs in the public sector, to have respect for ourselves and the organizations that we represent, and to act accordingly. Each individual is to deal with issues, whether positive or negative, in a mild and straightforward manner whenever possible. Without professionalism in public administration, the overall perception of our work and our organizations would undoubtedly falter.

Finally, there are few organizations in the public sector that are able to flourish without proper **leadership**. Practicing leadership is setting an example of professionalism for staff members and possessing the motivation to achieve organizational goals. In doing so, leaders must have the ability to recognize the talents of individuals and allow those talents to be utilized for the betterment of the organization. Admittedly, leadership can become a balancing act between becoming an active team member and taking charge of overall operations. As a leader, it is of utmost importance to stay connected with staff members, but to act in a managerial role when called upon.

## PERSONNEL ADMINISTRATION

Personnel Administration deals with recruitment, placement, training, disciplinary measures, curbing nepotism and favoritism, monetary and non-monetary incentives and retirement benefits of the personnel within an organization as well as handle the nature of personnel relationships in the organization as well as assisting the top management in negotiating with labour unions. Personnel administration also includes all those activities and functions relating to policy formulation, planning, policy implementation, social change and modernization, administrative reforms and public relations in an organization.

Personnel Administration is also popularly known as Human Resources Management. Just as people of a country are its whole and sole the same way personnel (employees) are for an organization to make it successful. However, manpower (labour/people who are able to do work) itself does not contribute to the success/development of the organization, it has to be converted into human resources through systematic planning, adequate training and proper education. Human resource is converted to human capital through adequate administration. Human resources are the most important and valuable asset and part of an organization as over time their value never depreciates, in fact it only increases with the passage of time unlike other assets and resources of an organization. Adequate usage of human resources/personnel automatically ensures optimum utilization of financial, physical and technological resources.

With the emergence of democratic institutions and the welfare state, government as well as corporate' tasks are on a steep increase and so there is an increased demand for personnel at every level in terms of efficient discharge of their duties and it is the job of the Personnel Administration department to assure that this demand is met at the right time with the suitable candidates.



Personnel Administration does not have a standard definition but still there is unanimity among writers on one that is as put by Flippo "Personnel function is concerned with the procurement, development, compensation, integration and maintenance of the personnel and their inter-relationships in an organization for the purpose of contributing towards the accomplishment of that organization's major goals and objectives.

Personnel Administration is affected by the socio-economic-political environment as well. For example, in the era of welfare and developmental programmes, personnel/employees are now expected to be more efficient, effective, sympathetic and competent. People's involvement in administration is also increasing via NGOs, NPOs, Civil Society and other policies and programmes of the government.

It is not a simple area of management in today's times as Personnel management/administration has to keep the motivation and morale of the personnel high every time for them to whole heartedly perform the humongous tasks they have at hand efficiently and competently as well as sympathetically.

Thus it can be said that without an efficient personnel management/administration or more popularly as it is called Human Resources management contributing to Human Resources/Personnel Development, it is impossible to achieve organizational goals and become a successful organization.

## **FUNCTIONS OF PERSONNEL ADMINISTRATION**

**1) MANPOWER PLANNING:** Manpower planning is the process of assessment of an organization's requirements in terms of number of personnel needed for a job.

### **2) RECRUITMENT:**

Once Manpower Planning is done, the process of recruitment begins. Recruitment is the process that entails the search for prospective workers and stimulating them to apply for the jobs put up by the personnel administration on behalf of the organization. It is based on selection of the best principle where a number of applicants are invited for a single job opening and then the unwanted are eliminated selecting the one for the job who suits all the prerequisites suitably.

### **3) TRAINING:**

Training is the continuous process of imparting and upgrading/developing professional knowledge, broader vision, correct, ethical and novel patterns of behavior habits and aptitudes, awareness of organizational as well as societal objectives, increasing morale and motivation and the employee's potential contribution to the same. It is an ongoing process of response to a need.

### **4) CAREER ADVANCEMENT:**

Career advancement as a function of personnel administration is concerned with the activities that promote job growth or expansion of job roles/responsibilities. It is how an individual /employee manages his/her career within the organization (promotion, internal job postings, etc) and between different organizations (shifting jobs, changing organizations for career growth and development/advancement) as well as providing refinement of skills opportunities and knowledge to the employees together with identifying options of growth for them. It is an ongoing and dynamic process.



The Personnel Administration dept/Human Resources management dept has the responsibility to encouraging and supporting in reviewing and re-assessing their goals and activities as well as to provide valuable feedback and learning activities or resources and can contribute significantly to the staff member's career development by supporting career development activities within the department.

**The support for career development via the Personnel/Human Resource department is important because:**

- Current information about the organization and future trends helps employees create more realistic career development goals.
- Focus on skill development contributes to learning opportunities.
- Opportunities for promotion and/or lateral moves contribute to the employee's career satisfaction.
- A greater sense of responsibility for managing one's own career contributes to self-confidence
- Career planning and development clarifies the match between organizational and individual employee goals.
- It's cost-effective to use the HRD (Human Resource dept./Personnel Administration) staff talent to provide career development opportunities within your department .
- Career development increases employee motivation and productivity
- Attention to career development helps the HRD attract top staff and retain valued employees.
- Supporting career development and growth of employees is mandated by the Philosophy of Human Resources Management.

**Accountability of Public Administration: Control Devices**

The misuse or abuse of authority on the part of Public Administration may assume various forms: overriding law and Constitution, violation of established procedures, lack of integrity, favouritism or nepotism, unethical or improper conduct, gross inefficiency, misuse of discretion and above all, encroachment on fundamental rights and freedom of citizens. A large number of instruments of control have been devised in order to minimize and eliminate the misuse and abuse of authority. Under the modern democratic government, these controls flow form:

- 1) Legislative or Parliamentary Control,
- 2) Judicial Control
- 3) Executive Control
- 4) Popular Control – Electorate or the People



## Judicial Control

The Judicial control over administration is no substitute for parliamentary control. Infact, they are supplementary but serve two different kinds of purposes.

Courts occupy key position in India as regards judicial control of administrative action. Since we adopted the concept of welfare state, it became exceedingly necessary that the rule of law and conformity to the provisions of the Constitution are maintained and the multitudinous administrative authorities are brought under the control of courts of law.

In India the modes of judicial control of administrative action can be conveniently grouped into three heads.

- 1) Constitutional
- 2) Statutory
- 3) Ordinary or Equitable

## Executive Control

The following are methods of Executive Control over administration:

- 1) The executive (Cabinet) is responsible for policy formulation, supreme direction of administration and the co-ordination and control over the various branches of administration.
- 2) Control over personnel – Appointment, promotion, removal, transfer, enforcing civil services code, etc.
- 3) Control over finances, e.g. – allocation of resources through budget, accounting and auditing system.
- 4) Rule making power, ordinances, etc.
- 5) Political control – final authority to take decisions.

## CHIEF EXECUTIVE

The chief executive is the pivot around which the actual administration of the state revolves and includes all officials engaged in administration. The primary duty of the chief executive is to formulate policy and to see that it is properly implemented.

### Types of Chief Executive

There are three different forms of chief executive, viz. (1) The president form, as in the USA (2) The Cabinet form, as in India and UK; and (3) the Collegiate type, as in Switzerland. The nature of relationships and the administrative functions of the chief executive in these different systems of governments differ from one another.

### 1) President as the Chief Executive

The Presidential pattern of government has its origin in the USA and is now confined to certain countries which are exclusively in the Western Hemisphere. The major characteristics of the Presidential system is that all the executive powers are vested in a President. It is a 'solitary' not a 'collective executive'. The President not only serves as the head of government, but also as chief of state: the ceremonial head of the nation.





## 2) Cabinet as the Chief Executive

The countries like Britain and India have Parliamentary system or Cabinet system of government. In parliamentary system a clear distinction is made between the head of the state and the head of governance – a nominal executive and a real executive. Here the head of the state, King in Britain or President in India possesses a nominal or titular authority whereas the real authority rests with cabinet of which Prime Minister is the head.

The Cabinet is headed by the Prime Minister. He is the captain of the team. The Prime Minister performs four important functions. (1) He is the head of the Ministry; (2) He is leader of the legislature; (3) He is the person through whom the head of the state – King or President, normally communicates with the cabinet; and (4) He is head of the legislative wing of the party and responsible for maintaining harmony with its organizational wing.

## 3) Collegiate Type Executive

At present Switzerland is having a mixed or collegiate type of Chief executive with some features of both Parliamentary and Presidential executive. The executive authority of the Swiss Federation is exercised by a commission of seven men known as the 'Federal Council'. The Federal Council is chosen after every four years by the Federal Assembly and one of its members is annually elected to serve its chairman and is designated as President.

## Functions and Powers of the Chief Executive

Broadly speaking, there are two types of functions which the Chief Executive has to perform under any system of government. They are, political and administrative.

### Political Functions –

In any system of government the chief executive is required to perform several political functions. It is his responsibility to lead the nation by putting forth new policies and programmes which in his opinion the country badly needs. He should always keep his political party with him and ensure that all differences within the party are settled. He is also to see that his cabinet functions as a homogeneous body in which there is full co-operation and co-ordination.

### Administrative Functions –

The chief executive is the head of the government and enjoys considerable prestige, power and position. He has legislative, executive, judicial and administrative powers. He has power of co-ordination and control. He is expected to give guidance and directions to all those who work under his control in his organization.

The administrative functions of the chief executive are – planning, organizing, staffing, leading and controlling.

### Popular Control

India's political system stands for a system of limited government, responsible government and rule of law. It is opposed to any exercise of arbitrary or totalitarian power by the rulers and its fundamental assumption is that sovereignty belongs to the people at large. However, in recent years, there has been phenomenal expansion of governmental activities, which has been termed by some as governmentalisation. This has inevitably led to the strengthening of bureaucracy or 'bureaucratisation' in terms of numbers and powers.



### **Impact of Administrative Reforms implemented by Government**

Several administrative reforms are implemented by the Government post 2014 to make administrative process efficient, transparent and accountable. Some of the major reforms are as under:

(i) e-Samiksha- A real time online system for monitoring and follow up action on the decisions taken by the Government at the apex level in respect of implementation of important Government's programmes / projects.

(ii) e-Office- e-Office Mission Mode Project (MMP) has been strengthened for enabling Ministries/Department to switchover to paperless office.

(iii) Direct Benefit Transfer(DBT) payment, e-Payments - All payments to the beneficiary is to be made directly to their bank account through electronic mode under DBT.

(iv) Aadhaar enabled Biometric Attendance System (AEBAS) –AEBAS was introduced in the Central Government Offices located in Delhi to monitor punctuality of government officials. This has improved the punctuality of the Government servant in offices.

(v) Smart Performance Appraisal Report Recording Online Window (SPARROW) –Annual Performance Appraisal Report of All India Service Officers and some other services are being submitted online in the SPARROW portal. The system ensures timely submission and easy access of APAR.

(vi) Legal Information Management Based System (LIMBS) – This is an online court case monitoring system to ensure speedy disposal of disputes.

(vii) Online application system for notaries- This system helps the interested persons in getting themselves registered as notaries.

(viii) Discontinuation of Interview in recruitment of Junior Level Posts – Government has taken a decision to dispense away with the interview in recruitment of all Group 'C', Group 'B' (Non-gazetted post) and other equivalent post from 01.01.2016 in all Government of India Ministries/Department/Attached Offices/Subordinate Offices/Autonomous Bodies/Public Sector Undertakings to curb malpractices and for bringing objectivities to the selection process.

(ix) Introduction of conducting examination by Staff Selection Commission (SSC) through Computer Based Mode. Group 'B' and Group 'C' posts recruitment conducted by SSC made through Computer Base Mode.

(x) 'JeevanPramaan' - The system provides authenticity to Digital Life Certificate without the necessity of the pensioner being present in person before his/ her Pension Dispensing Authority (PDA).

(xi) The Government has undertaken several initiatives to introduce new IT products and technologies and to strengthen existing ones in its various e-Governance projects. Some of major initiatives are as under:



(a) National Scholarship Portal: It provides a centralized platform for application and disbursement of scholarship to students under any scholarship scheme.

(b) GeM–An online procurement of Goods & Services required by various Government Departments / Organizations / PSUs, Government e-Marketplace (GeM) has been developed to enhance transparency, efficiency and speed in public procurement.

(c) UMANG - Unified Mobile App for New - age Governance is an initiative to build a common, unified platform and mobile app to facilitate single point of access for government services through mobile.

(d) e-Sign- This framework has been developed as an integrated service, which facilitates issuing a Digital Signature Certificate and performing signing of requested document by authenticating the Aadhaar card holder.

(e) Digital Locker-This provides an ecosystem with collection of repositories and gateways for issuers to upload the documents in the digital repositories. It will eliminate the usage of physical documents and enable sharing of e-documents across agencies. The System serves as a platform to enable citizens to securely store and share their documents with service providers who can directly access them electronically.

(f) e-Hospital- Online Registration Framework (ORF) is an initiative to facilitate the patients to take online OPD appointments with government hospitals. This framework also covers patient care, laboratory services and medical record management.

(g) Mobile Seva - Ministry of Electronics and Information Technology has implemented a countrywide initiative on mobile governance, called Mobile Seva, to provide government services to the people through mobile phones and tablets.

(h) National Centre of Geo-informatics (NCoG)- Under this project, Geographic Information System (GIS) platform for sharing, collaboration, location based analytics and decision support system for Departments has been developed. Currently, 8 applications across various domains are operational.

(xii) Following initiatives are taken up to ensure farmers' welfare as well as consumers' satisfaction:

(a) M-Kisan Portal – All Central and State Government organizations in agriculture and allied sectors to give information/services/advisories to farmers by SMS in their language, preference of agricultural practices and location.

(b) Kisan Call Centres - Government setup call centres to respond to the queries of farmers on all seven days a week from 6.00 AM to 10.00 PM through toll free telephone No. 1XXX-XX-1551.

(c) KisanSuvidha Mobile App – on five critical parameters – weather, input dealers, market price, plant protection and expert advisories.

(d) e-National Agriculture Market (e-NAM) – Connecting 21 wholesale markets (Mandis) in eight states.



## UNIT II

### CONCEPT OF ADMINISTRATION

Public Ad is basically an aspect of the broader term “Administration”. It caters for the implementation & execution of government policies. It is basically related with the management of programs and policies, meant for the public. Moreover it deals with the analysis of the policies & their reevaluation. It refers to the study of activities of state which may be related to executive, legislative or judiciary. It deals not only with the processes but also the substantive field. It is also known as governmental administration; hence the focus of Pub Ad is on public beaureaucracy of the government. It is an instrument not only for protecting & restraining but also fostering & promoting. A country’s progress is directly determined by the quality of its public administration.

#### What is Public Administration?

##### **Public Administration - meaning, concepts and definitions-**

The word public administration is taken from two Latin words, **Publicus**, which means people and **Ad ministrare** which means to manage and to serve. Hence in a general sense public administration means to serve and look after the people. Literally it means management of public affairs.

Various experts defined Public Administration as follows-

**Woodrow Wilson-** The Public Administration is detailed and systematic execution of law. Every particular application of law is an act of administration.

**L. D. White-** Public Administration consists of all those operations having for their purpose of fulfillment or enforcement of public policy.

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

**P. Mc Queen-** Public Administration is administration related to the operations of government.

**E. N. Gladden-** Public Administration is concerned with the administration of government.

**Waldo** – Pub ad is the art of science of management applied to the affairs of the state.

#### **Nature of Public Administration**

Though it is much disputed but the Nature of Public Administration could be understood by these three views-

**The Integral View-** L.D. White, P Fiffner, F. M Marks etc. are supporters of this view according to which Public Administration is comprised of all the activities which are undertaken to accomplish the given objectives. It is basically sum total of managerial, technical, clerical and manual activities.

**The Managerial View-** Luther Gullick, Simon, Smithburg, Thompson etc are followers of this view. In this concept only the management related activities of administration are concerned. Thus this concept is related only with the activities of top authorities.

**Modern View-** Gladden, John A. Peter, Demock etc are followers of this view. According to this, the nature of Public Administration depends upon its reference.



**History of Indian Public Administration**

**Public Administration and its character in India**

India is a very ancient country and the history of admin begins with vedik era in India. The glimpse of historical development of admin. and its nature in India could be seen apparently from Vedik, Baudh and Jain literature as well as the epics of Ramayana & Mahabharata. But the famous Book “Ardhashastra” written by Kautilya is considered as the first systematic approach for administration. And the present Indian admin is a developed format of the same. Indian admin. is affected, developed & modified with Mughal & British Legacy, but the British legacy is the basic of present administrative system in India. The constitutional development evolution of civil services, secretarial system, all India services, recruitment and training, local and district admin, police and revenue admin etc., have their roots in British rule.

The head of executive council and admin is the President of India. The President is supported by the P.M. who have a council of ministerS. The P.M. and his council of ministers attain, help and support by a central secretariat. This secretariat is based on 2 principles.

(ii) Proper division of labour.

This secretariat works for policy formation and execution to prepare rules and regulations to be followed by the administration.

**Budgeting**

Units		Officer in-Change
Departments	←-----→	Secretary etc.
↓		↓
Wing	←-----→	Additional Secretary
↓		↓
Division	←-----→	Director etc.
↓		↓
Branch	←-----→	Under secretary
↓		↓
Section	←-----→	Section Officer

**Economic Development**

**Requirement for economic development**

- (i) Good infrastructure
- (ii) Efficient human resource
- (iii) Availability of natural resources
- (iv) Industrialization
- (v) Mixed Economy
- (vi) Technical advancement
- (vii) Balanced Economy
- (viii) Higher GDP rate
- (ix) Political stability
- (x) High literacy rate
- (xi) Gender Balance
- (xii) Employment opportunities



**# Pre-requisite of effective planning**

- (i) Efficient planning commission
- (ii) Coordination among the states and coordination between state and nation
- (iii) Pre-estimation of resources and their most effective utilization
- (iv) Evaluation of capacitance of human resource
- (v) Availability of funds
- (vi) Working population
- (vii) Objectivity and transparency
- (viii) Productive role of NDC
- (ix) Execution of recommendation interstate council
- (x) Higher rate of GDP
- (xi) Political stability
- (xii) Coordination among political parties.
- (xiii) Advanced society

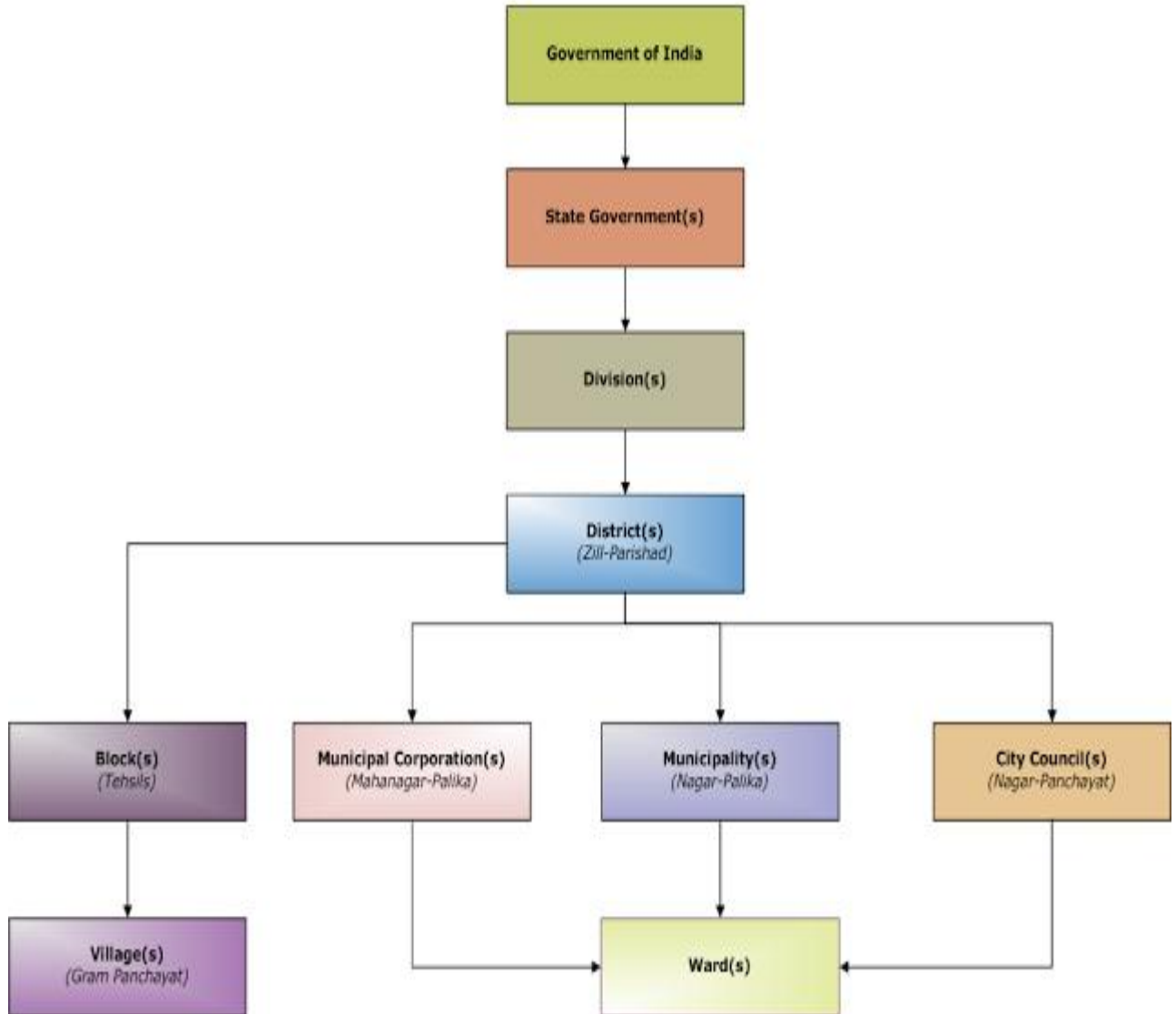
**Problems of Rural Economy**

- (i) Agriculture based economy
- (ii) Hides, frictional, designed unemployment
- (iii) Dependency over monsoon.
- (iv) Resistance towards innovation
- (v) Superstition mentality
- (vi) Traditional society
- (vii) Interest for technology development
- (viii) Political ignorance
- (ix) Migration
- (x) Vicious cycle of poverty
- (xi) Ignorance for banking co-operative bodies
- (xii) Illiteracy (Specially female)
- (xiii) Gender prejudices
- (xiv) High rates of unemployed population
- (xv) Less medical facilities
- (xvi) High fertility and morality rate



**ADMINISTRATIVE SETUP AND HIERARCHY IN INDIA:**

*Administrative structure of India*





Indian intelligence administration is considered basically with the research and investigation at several levels.

The leading intelligence agencies of India

- Intelligence bureau of India
- Research and analysis wing (RAW)
- National Investigation Agency (NIA)
- CBI (Central Bureau of Investigation)
- Directorate of revenue Intelligence
- National technical research organisation.
- Defense intelligence agency
- Directorate of Air Intelligence
- Directorate of Navy Intelligence
- Directorate of Income Tax Intelligence & Criminal Investigation.

### **NIA**

Found in 2009. It has the nature of civilian agency that works of federal law enforcement. It's headquarter is in New Delhi. It has basically found to fight against the terrorism in India.

### **CBI**

It was formed on April 1, 1963 headquarter in New Delhi. It has four regions in all and metro cities having a total of 52 branches all over the country. It's a government agency which works for national security, integrity and criminal investigation. It is the leading investigating police agency in India.

### **RAW**

Formed on 21<sup>st</sup> September, 1968. Headquarter in New Delhi. RAW is external intelligence agency in India. Its Primary function is collection of external intelligence control against terrorism collection and analysis of external and internal information of foreign government corporations, people.

### **Intelligence Bureau of India**

It is Indias internal intelligence agency and works under home ministry.

### **Administrative Tribunals**

The Administrative tribunals are sets of tribunals which are set and formed for specialist civil disputes outside the court. They have different concept and working process than compared to the general courts. These are the bodies which work outside the hierarchy of the judiciary with administrative and judicial functions. The main objectives of these tribunals.

- (i) To lessen the work load of ordinary court
- (ii) To make the justice process easier, cheaper.

The tribunals generally solve the disputes between government agencies

- Common citizen and government officials
- Common citizen and central government department.
- Disputes which require application of specialized knowledge and expertise.
- Disputes having different nature than of the ordinary court cases.





- The tribunals are set under the special act these are staffed with the experts who have expertise of that particular field that tribunals can be government or private also.

“Administrative Tribunals are authorities outside the ordinary court system which interpret and apply the laws when acts of Public Administration are attacked in formal suits or by other established methods.”

Tribunals are, thus, administrative bodies, set up solely with the idea of discharging quasi-judicial duties. Their determinations affect the rights of parties. They therefore, have been held to the quasi-judicial bodies. They are required to observe principles of natural justice or fair hearing while determining issues before them.

### **Characteristics of Administrative Tribunals**

Administrative tribunal is not a court nor is it an executive body. It stands somewhere midway. It is, as a matter of fact, offspring or compromise between the executive and judiciary.

### **Some of the major characteristics of the administrative tribunals are as follows:**

- 1) Administrative tribunals are established by the executive in accordance with statutory provision.
- 2) It is required to act judicially and it performs quasi-judicial functions.
- 3) Its proceedings are deemed to be judicial proceedings and in certain procedural matters it has powers of a civil court.
- 4) It is an independent body and acts without any bias.
- 5) It is required to follow principles of natural justice in deciding the cases.
- 6) It does not follow the technicalities of rules of procedure and evidence prescribed by the civil procedure code and the evidence act.
- 7) It is not a court in proper sense of the term.

### **Law and Order Administration**

The law and order administration is the most important function of government. The survival of administration depends upon managing the law and order. It is the responsibility of state in a country like India to maintain law and order and the role of union ministry is supervisory and advisory.

The union government issues the directions to the state government to maintain law and order. The law and order is maintained by the police machinery. The Indian police service provides leader and commanders to staff the state police and paramilitary forces. The duties and responsibilities of law and order admin are

- (i) Maintenance of public peace and order
- (ii) Crime Prevention
- (iii) Investigation
- (iv) Detection
- (v) VIP Security
- (vi) Intelligence Collection
- (vii) Fight against terrorism
- (viii) Security of borders



- (ix) Prevention of smuggling, drug, trafficking and illegal business
- (x) Corruption and economic offence.
- (xi) Enforcement of Socio-Economic legislation etc.

### **ADMINISTRATION OF VARIOUS LEVELS**

Administrative system in India is perfectly planned into different administrative divisions at central and state level. These administrative units are comprised of a systematic hierarchy of country sub divisions. The administrative set up can broadly be divided into union and state level. The local administration involves district, panchayat and gram panchayat level administration.

### **CENTRAL LEVEL ADMINISTRATION**

**Central**;- The union executive involves the President, Vice President and the council of ministers with the prime minister as the head to head and advice the president.

### **PRESIDENT-**

The executive powers of the union are vested in the President and is exercised by him either directly or through officers, sub-ordinates to him in accordance to the constitution. The president is elected by members of electoral college consisting of elected members of both houses of Parliament and legislative assemblies of states in accordance with the system of proportional representation, by means of single transferable votes. Any body who is a citizen of India, not less than 35 years of age and qualified for election as member of Lok Sabha can contest in the election for the post of president. He works for a term of five years and is also eligible for re-election.

The president is the supreme commander of the army staff. The post is very powerful and the president enjoys several privileges as the first citizen of the country.

### **VICE-PRESIDENT-**

The vice president is Ex-officio chairman of Rajya Sabha and acts as president when the latter is unable to do his functions due to absence, illness or any other reason.

### **COUNCIL OF MINISTERS-**

The council of Ministers is headed by the Prime Minister to aid and advice the president in exercise of his function. The prime minister and other ministers are appointed by the president. The council of minister is comprised of members of cabinet and the ministers of state(independent charge).

### **CABINET SECRETARIAT-**

The cabinet secretariat is under the direct charge of the Prime Minister. The administrative head of the secretariat is the cabinet secretary who is also ex-officio chairman of the civil service board. The cabinet secretariat is responsible for the administration of the government of India. The secretariat assists in decision making in government by ensuring inter-ministerial coordination. It also works for removing differences among ministries and departments and evolving consensus. Secretariat also keeps the president, vice president and prime minister informed about the activities of different ministries and departments.



## STATE LEVEL ADMINISTRATION

The state administration is a very important connecting link between central and local administration. It is consisted of Governor, chief minister, ministerial council and secretariat.

**Governor-** The governor is appointed by the president of India and is constitutional head of the state administration. He works as per the wish of the president.

**Chief Minister and ministerial council-** To assist and counsel the governor there is a ministerial council in every state which is headed by the chief minister. The position of the chief minister is similar as of the prime minister at the central level. He is the actual head of the government. He forms his ministerial council and heads all the meetings of the cabinet.

**Council of ministers-** with the recommendation of the chief minister, the governor appoints the ministerial council. The chief minister distributes the departments to the various ministers and keeps an eye on their functioning.

**Secretariat-** The secretariat is constituted to give necessary suggestions and administrative assistance to the chief minister and his ministerial council. It also implements and evaluates the plans and policies made by the ministerial council and also supervises them. It is headed by the chief secretary. The chief secretary holds a direct command on every department of the state administration. He is also the chief advisor and secretary of cabinet and chief minister. He directs the administrative activities of the state and maintains coordination among various departments of the state government.

**Directorate-** The directorate is the executive and performing body of state government which executes and implements the policies of state government. It works in the direction to achieve the targeted goals. In other words we can say that if the secretariat is the brain of the administration and the directorate is like the whole body of it.

## DISTRICT LEVEL ADMINISTRATION

The district level administration is like the spine of the administration. It is the basic unit which is head by the district collector. The district administration is the complex association of management of public works. For proper administration and direct contact and communication, the district could be divided into smaller units like blocks and tehsils. The main functions of district administration are as follows-

- To maintain law and order.
- Administration of revenue and developmental works.
- To ensure civil administration and security.
- To manage the treasury.
- To conduct welfare and developmental activities.
- To assist in the election process.

The district collector basically have four major responsibilities- as a revenue officer, as returning officer, as district magistrate and as a representative of the state government. His other functions are as follows-

- He works as the district development officer.
- He supervises the developmental activities and projects of his district.
- He has the rights to probe about income and expenditure of the money used by the panchayats. He also works as a public relation officer for the state government.
- The collector is the centralized authority in the whole district.



- He has to look after the proper execution of the democratic decentralization.
- The collector office issues various types of certificates and identity cards.

## **LOCAL GOVERNMENT**

The basic meaning of local self government is the administration governed by the local people, who are elected through a proper election process. The local government is the exact example of democratic de-centralization of powers as was dreamed by Mahatma Gandhi. It is basically meant by the panchayat and gram sabha.

The Panchayat Raj system is necessary for political awareness in rural areas. It is also necessary for a broader political participation in developmental process and to make the rural population an active participant of the governing system. The term panchayat means a group of the Panchs who are directly elected by the rural people and who help to sort out the differences and disputes of the villagers. The concept of panchayat system is prevailing in India since ancient time.

The present panchayat system is designed according to the 73<sup>rd</sup> constitutional amendment and is given a constitutional format to this institution. This act was enacted on 24 April, 1993. According to this act-

- The format of the panchayat would be of village, block and district level.
- The population of that particular panchayat constituency would decide its structure.
- The tenure of the panchayat would be of 5 years.
- Appropriate reservation would be given in panchayat elections.
- The state election commissioner would look after the panchayat elections. There are 29 subjects in the 11<sup>th</sup> schedule of constitution which come under the jurisdiction of panchayat.

Line functions refer to those activities related to the primary activity of the organisation and the staff functions are those which facilitate and assist the performance of line work. Like staff perform the functions of processing and supplying required number of personnel and training and development of personnel whereas those personnel perform the field and executory works of the organisations goals and objectives.

It is not a simple area of management in today's times as Personnel management/administration has to keep the motivation and morale of the personnel high every time for them to whole heartedly perform the humongous tasks they have at hand efficiently and competently as well as sympathetically.

Thus we can see that without an efficient personnel management/administration or more popularly as it is called Human Resources management contributing to Human Resources/Personnel Development, it is impossible to achieve organisational goals and become a successful organisation.

### **Administration and backward society**

The term 'backward society' was first used in the first five year plan. Initially the term was used for the scheduled class people only, who were socially, economically and education wise backward. The scheduled tribes and other backward classes were included in this category in the fourth five year plan. In the fifth plan a Tribal Sub-plan (TSP) was also introduced for the betterment of the tribal societies. Special steps were taken up for the backward classes,



minorities and other disadvantaged groups by allotting a certain portion of the plan outlay in these sectoral groups.

In the constitution, the important responsibility of backward class welfare is mentioned to be in the state list. It is the responsibility of the state government to provide them health, rehabilitation, education and shelter facilities. It also has to generate employment for them to eradicate poverty. The union government and planning commission carve out a broad policy frame to allocate appropriate funds under various heads and provide guidelines and consultancy support to the states. In Accordance the state government makes efforts to achive the same. In each state of Indian territory there are three levels- Minister for social welfare (SC & ST), the secretariat and the directorate of administrative structure engaged in the activities related to the welfare and development of backward classes.

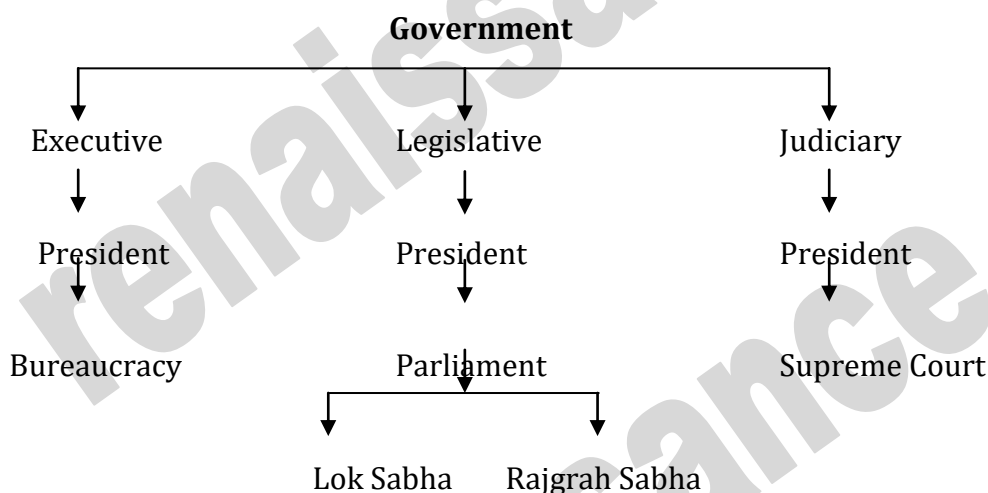
At Ministerial level the plans and policies are formed and designed for the welfare of the backward classes whereas the secretariat holds the responsibilities to formulate those policies and the are implemented and operated at the level of directorate.

### GOVERNMENT FORMATION

#### (A) Central Government -

India is union of states and all the states & UTs are collectively called as republic of India. The republic of India is head by Union Government which is formed by the constitution of India.

The government is made up of three branches – executive body, legislative body & judiciary.



**President** – The executive powers of Central Govt. are vested mainly on the president of India. He is the head of government & first person of India. The President is de jure commander in chief of Indian armed forces. He appoints governors of states, Chief & others justice of supreme & high courts, the attorney general, chief & other election commissioners, the CAG, chairman & other members of UPSC & ambassadors & others high commissioner.

**Vice President** – He is the second highest ranking officer in executive branch. He is the ex-officio chairman of Rajyasabha. His tenure is of 5 years.





matter of having a sort of Parliamentary Commission on the pattern of Ombudsman in Scandinavian countries. This institution would be securing to the common citizen a forum wherein his grievances can be effectively ventilated. However this urgency and importance became meaningful only with the appointment of the Administrative Reforms Commission of India in 1966. This Commission was convinced and recommended the appointment of two new special authorities designated as Lokpal and Lokayukta – for the redress of citizen's grievances.

To give effect to this recommendation of the Administrative Reforms Commission, a Bill namely the 'Lokpal and the Lokayuktas Bill, 1968' was introduced in the fourth Lok Sabha in 1968. The bill was passed in Lok Sabha in 1969 but was pending in Rajya Sabha. The Fourth Lok Sabha was dissolved and consequently the bill lapsed. After that it was tried passing many a times in 1971, 1977, 1985, 1989, 1996, 1998, 2001 etc but every time it was lapsed. Law minister Salman Khurshid on July 28, 2011 said that the government had accepted several points of the Jan Lokpal Bill drafted by the civil society members of the joint drafting committee. He observed that, "We accepted 34 out of the 40 basic principles suggested by them." The Lokpal bill could not be passed in the Budget session of Parliament which ended on May 22, 2012.

### Salient Features of Lokpal –

1. The Lokpal consisting of a Chairperson and 8 members, half of them will be judicial.
2. The chairperson would be a sitting or retired Chief Justice of India, the members would include former or sitting judges of Supreme court or any high court in India.
3. A nine member selection panel headed by the Prime Minister, would be created. It would include among others, the Speaker, the Leaders of Opposition of Rajya Sabha and Lok Sabha, one Minister and eminent jurists.
4. Lokpal which would have five-year tenure, would not have the power to prosecute. It would recommend prosecution to the Supreme court.
5. According to the provision of the bill a Lokpal would be removed by the President on a reference of the Supreme Court.

### LOK AYUKTA

The Lok Ayukta is the state level authority who checks corruption amongst the politicians and officers in the government service to public attention. The **Lok Ayukta** is an anti corruption organization in the Indian states like the Lokpal at the central level.

The Administrative Reform Commission (ARC) headed by former prime minister Morarji Bhai Desai recommended the setting up of two special authorities designated as 'Lokpal' and 'Lokayukta' for the redressal of citizens' grievances. The suggestion of Lokpal was for the central level while Lok Ayukta was for the states. An amendment to the constitution has been proposed to implement the Lokayukta uniformly across Indian states. The proposed changes made the institution of Lokayukta uniform across the country as a three-member body, headed by a retired Supreme Court judge or high court chief justice and comprising the state vigilance commissioner and a jurist or an eminent administrator as other members.

Maharashtra was the first state to introduce the institution of Lokayukta through 'The Maharashtra Lokayukta and Upa-Lokayuktas Act in 1971. This was followed by similar acts being enacted by other states. Though the first Lok Ayukta bill was made and passed by Orissa government in 1970, the Maharashtra succeed to appoint its first Lok Ayukta. Madhya Pradesh Lok Ayukta was appointed in 1981.



The Lok Ayukta institution is working in 17 states of India. The rights, powers, jurisdiction and authorities of the Lok Ayukta is different in different states. Karnataka Lok Ayukta is considered as the most powerful Lok Ayuktya in India.

### **Appointments of Lokayukta-**

Lokayukta shall be appointed by the Governor of the state in consultation with the Chief Justice of the High Court, the Leader of the Opposition in the Legislative Assembly.

### **Qualifications of Lokayukta-**

Chief Justice (retired) of any high court in India, or a judge of a high court for seven years. Lokayukta shall not be a member of Parliament or a member of the Legislative of any state or Union Territory and shall not hold any other office of profit and shall not be connected with any political party or be carrying on any business or practice any profession. The office has a term of five years.

### **Powers:**

The LokAyukta helps people bring corruption to the fore mainly amongst the politicians and officers in the government service. It is to be noted that the Lokayukta conducts raids. But surprisingly, it does not have binding powers to punish anyone but only recommend punishment. Reduction in rank, compulsory retirement, removal from office, stoppage of annual increments and censure are some of the frequently seen recommendations given by the Lokayukta to the government. The state can either accept the recommendations or modify them. The public servant concerned can challenge the decision in the state high courts or specialised tribunals.

Major loop holes of Lokayukta system:-

- It is a one man army with limited resources and powers, and the success of the entire mechanism depends solely on the personal qualities of the individual Lokayukta
- Non uniformity of Acts in states
- Many areas of administration are outside the jurisdiction of Lokayukta
- Some states have prescribed fee for lodging complaints, for example Madhya Pradesh is one of them.
- Non-cooperative attitude of authorities and lack of independent investigating authority
- Orissa was the first state to pass the Ombudsman legislation in 1970 and also the first to abolish it in 1993.

## **Panchayati Raj - 73rd Constitutional Amendment Act**

A three-tier structure of the Indian administration for rural development is called Panchayati Raj. The aim of the Panchayati Raj is to develop local self-governments in districts, zones, and villages.

Panchayati Raj is an important topic and questions are often asked from this section for the IAS exam. This article will provide you with evolution, various committees set-up for Panchayati Raj, salient features of the 73rd Constitutional Amendment Act, functions of Gram Panchayat, and other details regarding this topic for the polity and governance segment of the UPSC syllabus.





## **Introduction to Panchayati Raj**

Rural development is one of the main objectives of Panchayati Raj and this has been established in all states of India except Nagaland, Meghalaya and Mizoram, in all Union Territories except Delhi. and certain other areas. These areas include:

- a. The scheduled areas and the tribal areas in the states
- b. The hill area of Manipur for which a district council exists and
- c. Darjeeling district of West Bengal for which Darjeeling Gorkha Hill Council exists

## **Evolution of Panchayati Raj**

The Panchayati system in India is not purely a post-independence phenomenon. In fact, the dominant political institution in rural India has been the village panchayat for centuries. In ancient India, panchayats were usually elected councils with executive and judicial powers. Foreign domination, especially Mughal and British, and the natural and forced socio-economic changes had undermined the importance of the village panchayats. In the pre-independence period, however, the panchayats were instruments for the dominance of the upper castes over the rest of the village which furthered the divide based on either the socio-economic status or the caste hierarchy.

The evolution of the Panchayati Raj System, however, got a fillip after the attainment of independence after the drafting of the Constitution. The Constitution of India in Article 40 enjoined: "The state shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government".

There were a number of committees appointed by the government of India to study the implementation of self-government at the rural level and also recommend steps in achieving this goal.

The committees appointed are as follows:

- Balwant Rai Mehta Committee
- Ashok Mehta Committee
- G V K Rao Committee
- L M Singhvi Committee

## **Balwant Rai Mehta Committee & Panchayati Raj**



The committee was appointed in 1957, to examine and suggest measures for better working of the Community Development Programme and the National Extension Service. The committee suggested the establishment of a democratic decentralised local government which came to be known as the Panchayati Raj. Recommendations by the Committee:

- Three-tier Panchayati Raj system: Gram Panchayat, Panchayat Samiti and Zila Parishad.
- Directly elected representatives to constitute the gram panchayat and indirectly elected representatives to constitute the Panchayat Samiti and Zila Parishad.
- Planning and development are the primary objectives of the Panchayati Raj system.
- Panchayat Samiti should be the executive body and Zila Parishad will act as the advisory and supervisory body.
- District Collector to be made the chairman of the Zila Parishad.
- It also requested for provisioning resources so as to help them discharge their duties and responsibilities.

The Balwant Rai Mehta Committee further revitalised the development of panchayats in the country, the report recommended that the Panchayati raj institutions can play a substantial role in community development programmes throughout the country. The objective of the Panchayats thus was the democratic decentralisation through the effective participation of locals with the help of well-planned programmes. Even the then Prime Minister of India, Pandit Jawaharlal Nehru, defended the panchayat system by saying, ". . . authority and power must be given to the people in the villages .... Let us give power to the panchayats."

### **Ashok Mehta Committee & Panchayati Raj**

The committee was appointed in 1977 to suggest measures to revive and strengthen the declining Panchayati Raj system in India. The key recommendations are:

- The three-tier system should be replaced with a two-tier system: Zila Parishad (district level) and the Mandal Panchayat (a group of villages).
- District level as the first level of supervision after the state level.
- Zila Parishad should be the executive body and responsible for planning at the district level.
- The institutions (Zila Parishad and the Mandal Panchayat) to have compulsory taxation powers to mobilise their own financial resources.

### **G V K Rao Committee & Panchayati Raj**



The committee was appointed by the planning commission in 1985. It recognised that development was not seen at the grassroots level due to bureaucratisation resulting in Panchayat Raj institutions being addressed as 'grass without roots'. Hence it made some key recommendations which are as follows:

- Zila Parishad to be the most important body in the scheme of democratic decentralisation. Zila Parishad to be the principal body to manage the developmental programmes at the district level.
- The district and the lower levels of the Panchayati Raj system to be assigned with specific planning, implementation and monitoring of the rural developmental programmes.
- Post of District Development Commissioner to be created. He will be the chief executive officer of the Zila Parishad.
- Elections to the levels of Panchayati Raj systems should be held regularly.

### **L M Singhvi Committee & Panchayati Raj**

The committee was appointed by the Government of India in 1986 with the main objective to recommend steps to revitalise the Panchayati Raj systems for democracy and development. The following recommendations were made by the committee:

- The committee recommended that the Panchayati Raj systems should be constitutionally recognised. It also recommended constitutional provisions to recognise free and fair elections for the Panchayati Raj systems.
- The committee recommended reorganisation of villages to make the gram panchayat more viable.
- It recommended that village panchayats should have more finances for their activities.
- Judicial tribunals to be set up in each state to adjudicate matters relating to the elections to the Panchayati Raj institutions and other matters relating to their functioning.

All these things further the argument that panchayats can be very effective in identifying and solving local problems, involve the people in the villages in the developmental activities, improve the communication between different levels at which politics operates, develop leadership skills and in short help the basic development in the states without making too many structural changes. Rajasthan and Andhra Pradesh were the first to adopt Panchayati raj in 1959, other states followed them later. Though there are variations among states, there are some features that are common. In most of the states, for example, a three-tier structure including panchayats at the village level, panchayat samitis at the block level and the zila parishads at the district level-



has been institutionalized. Due to the sustained effort of the civil society organisations, intellectuals and progressive political leaders, the Parliament passed two amendments to the Constitution - the 73rd Constitution Amendment for rural local bodies (panchayats) and the 74th Constitution Amendment for urban local bodies (municipalities) making them 'institutions of self-government'. Within a year all the states passed their own acts in conformity to the amended constitutional provisions.

## **73rd Constitutional Amendment Act of 1992**

### **Significance of the Act**

- The Act added Part IX to the Constitution, “The Panchayats” and also added the Eleventh Schedule which consists of the 29 functional items of the panchayats.
- Part IX of the Constitution contains Article 243 to Article 243 O.
- The Amendment Act provides shape to Article 40 of the Constitution, (directive principles of state policy), which directs the state to organise the village panchayats and provide them powers and authority so that they can function as self-government.
- With the Act, Panchayati Raj systems come under the purview of the justiciable part of the Constitution and mandates states to adopt the system. Further, the election process in the Panchayati Raj institutions will be held independent of the state government's will.
- The Act has two parts: compulsory and voluntary. Compulsory provisions must be added to state laws, which includes the creation of the new Panchayati Raj systems. Voluntary provisions, on the other hand, is the discretion of the state government.
- The Act is a very significant step in creating democratic institutions at the grassroots level in the country. The Act has transformed the representative democracy into participatory democracy.

### **Salient Features of the Act**

1. Gram Sabha: Gram Sabha is the primary body of the Panchayati Raj system. It is a village assembly consisting of all the registered voters within the area of the panchayat. It will exercise powers and perform such functions as determined by the state legislature. Candidates can refer to the functions of gram panchayat and gram panchayat work, on the government official website - <https://grammanchitra.gov.in/>.



2. Three-tier system: The Act provides for the establishment of the three-tier system of Panchayati Raj in the states (village, intermediate and district level). States with a population of less than 20 lakhs may not constitute the intermediate level.

3. Election of members and chairperson: The members to all the levels of the Panchayati Raj are elected directly and the chairpersons to the intermediate and the district level are elected indirectly from the elected members and at the village level the Chairperson is elected as determined by the state government.

4. Reservation of seats: o For SC and ST: Reservation to be provided at all the three tiers in accordance with their population percentage.

o For women: Not less than one-third of the total number of seats to be reserved for women, further not less than one-third of the total number of offices for chairperson at all levels of the panchayat to be reserved for women.

o The state legislatures are also given the provision to decide on the reservation of seats in any level of panchayat or office of chairperson in favour of backward classes.

5. Duration of Panchayat: The Act provides for a five-year term of office to all the levels of the panchayat. However, the panchayat can be dissolved before the completion of its term. But fresh elections to constitute the new panchayat shall be completed –

a. before the expiry of its five-year duration.

b. in case of dissolution, before the expiry of a period of six months from the date of its dissolution.

6. Disqualification: A person shall be disqualified for being chosen as or for being a member of panchayat if he is so disqualified - . Under any law for the time being in force for the purpose of elections to the legislature of the state concerned.

a. Under any law made by the state legislature. However, no person shall be disqualified on the ground that he is less than 25 years of age if he has attained the age of 21 years.

b. Further, all questions relating to disqualification shall be referred to an authority determined by the state legislatures.

7. State election commission:

o The commission is responsible for superintendence, direction and control of the preparation of electoral rolls and conducting elections for the panchayat.



o The state legislature may make provisions with respect to all matters relating to elections to the panchayats.

8. Powers and Functions: The state legislature may endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government. Such a scheme may contain provisions related to Gram Panchayat work with respect to: a. the preparation of plans for economic development and social justice. b. the implementation of schemes for economic development and social justice as may be entrusted to them, including those in relation to the 29 matters listed in the Eleventh Schedule.

9. Finances: The state legislature may –

- a. Authorize a panchayat to levy, collect and appropriate taxes, duties, tolls and fees.
- b. Assign to a panchayat taxes, duties, tolls and fees levied and collected by the state government.
- c. Provide for making grants-in-aid to the panchayats from the consolidated fund of the state.
- d. Provide for the constitution of funds for crediting all money of the panchayats.

10. Finance Commission: The state finance commission reviews the financial position of the panchayats and provides recommendations for the necessary steps to be taken to supplement resources to the panchay

11. Audit of Accounts: State legislature may make provisions for the maintenance and audit of panchayat accounts.

12. Application to Union Territories: The President may direct the provisions of the Act to be applied on any union territory subject to exceptions and modifications he specifies.

13. Exempted states and areas: The Act does not apply to the states of Nagaland, Meghalaya and Mizoram and certain other areas. These areas include,

- a. The scheduled areas and the tribal areas in the states
- b. The hill area of Manipur for which a district council exists and
- c. Darjeeling district of West Bengal for which Darjeeling Gorkha Hill Council exists. However, Parliament can extend this part to these areas subject to the exception and modification it specifies. Thus the PESA Act was enacted.

14. Continuance of existing law: All the state laws relating to panchayats shall continue to be in force until the expiry of one year from the commencement of this Act. In other words, the states have to adopt the new Panchayati raj system based on this Act within the maximum period of one year from 24 April 1993, which was the date of the commencement of this Act. However, all



the Panchayats existing immediately before the commencement of the Act shall continue till the expiry of their term, unless dissolved by the state legislature sooner.

15. Bar to interference by courts: The Act bars the courts from interfering in the electoral matters of panchayats. It declares that the validity of any law relating to the delimitation of constituencies or the allotment of seats to such constituencies cannot be questioned in any court. It further lays down that no election to any panchayat is to be questioned except by an election petition presented to such authority and in such manner as provided by the state legislature.

### **PESA Act of 1996**

The provisions of Part IX are not applicable to the Fifth Schedule areas. The Parliament can extend this Part to such areas with modifications and exceptions as it may specify. Under these provisions, Parliament enacted Provisions of the Panchayats (Extension to the Scheduled Areas) Act, popularly known as PESA Act or the extension act.

### **Objectives of the PESA Act:**

1. To extend the provisions of Part IX to the scheduled areas.
2. To provide self-rule for the tribal population.
3. To have village governance with participatory democracy.
4. To evolve participatory governance consistent with the traditional practices.
5. To preserve and safeguard traditions and customs of tribal population.
6. To empower panchayats with powers conducive to tribal requirements.
7. To prevent panchayats at a higher level from assuming powers and authority of panchayats at a lower level.

As a result of these constitutional steps taken by the union and state governments, India has moved towards what has been described as 'multi-level federalism', and more significantly, it has widened the democratic base of the Indian polity. Before the amendments, the Indian democratic structure through elected representatives was restricted to the two houses of Parliament, state assemblies and certain union territories. The system has brought governance and issue redressal to the grassroots levels in the country but there are other issues too. These issues if addressed will go a long way in creating an environment where some of the basic human rights are respected.

After the new generation of panchayats had started functioning, several issues have come to the fore, which have a bearing on human rights. The important factor which has contributed to the



human rights situation vis-a-vis the panchayat system is the nature of Indian society which of course determines the nature of the state. Indian society is known for its inequality, social hierarchy and the rich and poor divide. The social hierarchy is the result of the caste system, which is unique to India. Therefore, caste and class are the two factors, which deserve attention in this context. Thus, the local governance system has challenged the age old practices of hierarchy in the rural areas of the country particularly those related to caste, religion and discrimination against women.

UPSC Questions related to Panchayati Raj

Who is the father of Panchayati Raj?

Balwant Rai Mehta was a parliamentarian who is credited for pioneering the concept of the Panchayati Raj in India and was also known as the 'Father of Panchayati Raj'.

What is the importance of Panchayati Raj?

Panchayati Raj institutes village local government that plays a significant role in the development of villages especially in areas like primary education, health, agricultural developments, women and child development and women participation in local government, etc.

Which state in India has no Panchayati Raj institution?

All states of India have Panchayati Raj systems except Nagaland, Meghalaya and Mizoram, in all Union Territories except Delhi; and certain other areas.

What are the features of Panchayati Raj?

1. Gram Sabha: Gram Sabha is the primary body of the Panchayati Raj system. It is a village assembly consisting of all the registered voters within the area of the panchayat.
2. Three Tier System: village, intermediate and district levels.
3. Election of members and chairperson: The members to all the levels of the Panchayati Raj are elected directly and the chairpersons to the intermediate and the district levels are elected indirectly.





**renaissance**

college of commerce & management

B.A. (HONS.) Mass Communication I Year

Sub. – Public Administration, Society and Media

renaissance  
renaissance  
renaissance