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BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

BAJMC- I Year

SUBJECT-PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

SYLLABUS

UNIT-1	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.
UNIT-2	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.
UNIT-3	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
UNIT-4	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.
UNIT-5	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



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UNIT – 1

CONCEPT OF ADMINISTRATION

Public administration is an aspect of a more generic concept of administration. Therefore, before understanding the meaning of public administration, it is necessary to understand the meaning of the word 'administration'. The English word 'administer' is derived from a combination of two Latin words ad and ministrare meaning 'to serve' or 'to manage'. Literally, the term 'administration' means management of affairs- public or private.

Keith Henderson: "Administration is the arrangement of men and materials in the rational carrying out of purposes."

Ordway Tead: "Administration is a variety of component elements which, together in action, produce the result of a defined task done. Administration, primarily, is the direction of people in association to achieve some goal temporarily shared. It is the inclusive process of integrating human efforts so that a desired result is obtained".

John A. Veig: "Administration is determined action taken in pursuit of conscious purpose. It is the systematic ordering of affairs and the calculated use of resources, aimed at making those things happen which we want to happen and simultaneously preventing developments that fail to square with our intentions. It is the marshalling of available labour and materials in order to gain that which is desired at the lowest cost in energy, time and money."

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".

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.



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BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

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 - According to this view, public administration encompasses all the activities which are undertaken to accomplish the given objective. In other words, public administration is the sum total of managerial, technical, clerical and manual activities. Thus, administration, according to this view, constitutes the activities of all persons from top to bottom. L.D. White and Dimock subscribed to this view. Administration, according to this view, depends upon the subject matter of the concerned agency, that is, it differs from one sphere to another sphere.

The Managerial View- Public administration, in this context, encompasses only the managerial activities and not the technical, clerical and manual activities which are non-managerial in nature. Thus, administration, according to this view, constitutes the activities of only the top persons. Simon, Smithburg, Thompson and Luther Gulick adopt this view. Administration, according to this view, is same in all the spheres as the managerial techniques same in all the fields of activities. Luther Gulick says, "Administration has to do with getting things done; with the accomplishment of defined objectives."

Modern View-The modern view of public administration represents a paradigm shift towards a dynamic and responsive approach to governance. It emphasizes the paramount importance of serving the public interest through efficient and accountable service delivery. Central to this perspective is a citizen-centered approach, which fosters transparency, engagement, and responsiveness to the needs and aspirations of the community. Modern public administrators leverage innovation and collaboration across sectors and levels of government to tackle complex challenges effectively. Ethical leadership and integrity are foundational, ensuring decisions are made with fairness and accountability. Evidence-based decision making guides policies and practices, supported by data and analytics to improve outcomes. Flexibility and adaptability are critical in navigating the evolving landscape of societal, technological, and global changes. Sustainability and resilience are prioritized, promoting practices that safeguard resources and prepare for future challenges. Capacity building and professional development are essential to cultivate a skilled workforce capable of meeting contemporary governance demands. In essence, the modern view of public administration strives for efficiency, transparency, innovation, and sustainability to achieve meaningful and inclusive public service outcomes. Top of Form Bottom of Form Gladden, John A. Peter, Demock etc are followers of this view.

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



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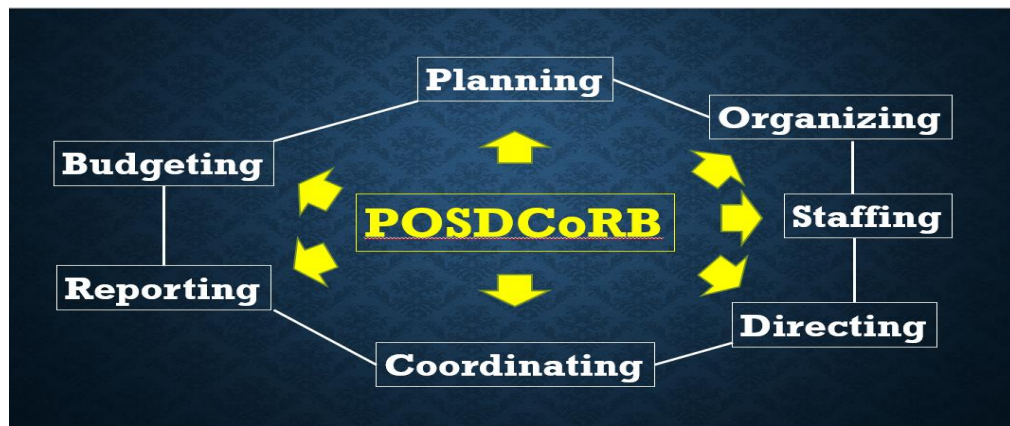
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develop public service professionals. A memo prepared while he was a member of the Brownlow Committee, in his piece "Notes on the Theory of Organization". Luther Gulick is asked verbally "What is the work of the chief executive? and What does he do?" 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

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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:** Involves setting objectives, identifying strategies, and developing plans to achieve organizational goals.
- 2) **Organization:** Involves designing the organizational structure, allocating resources, and defining roles and responsibilities to ensure effective functioning.
- 3) **Directing:** Involves providing leadership, guiding employees, and motivating them to perform their tasks effectively.
- 4) **Staffing:** Involves recruiting, selecting, training, and developing personnel to fill organizational roles and responsibilities.
- 5) **Coordinating:** Involves harmonizing activities and efforts across different departments or units to achieve unity of action and goals.
- 6) **Reporting:** Involves collecting, analyzing, and disseminating information about organizational performance and activities.
- 7) **Budgeting:** Involves preparing, allocating, and managing financial resources to support organizational activities and objectives.

PODSCORB was developed by Luther Gulick and Lyndall Urwick as a way to outline the essential functions of management in public administration. It provides a framework for understanding the core responsibilities and activities necessary for effective organizational management and governance.

Example - In launching a new public health initiative to combat childhood obesity, the health department employs the PODSCORB framework effectively. Planning involves setting clear goals and strategies, while organization ensures roles are defined and resources allocated. Leadership directs efforts, motivating teams and aligning strategies with broader health policies. Staffing involves recruiting and training personnel, while coordination ensures collaboration with schools, healthcare providers, and local governments. Reporting mechanisms track progress through data collection and analysis, informing decision-making. Budgeting ensures financial accountability, allocating resources for program implementation and evaluation. This comprehensive approach underpins the initiative's success, aiming to reduce childhood obesity rates through coordinated efforts and efficient management.



Significance of Public Administration-

- 1) Service Delivery : Manages and delivers essential public services such as healthcare, education, and transportation.
- 2) Policy Implementation : Translates government policies into actionable programs and initiatives.
- 3) Resource Management : Efficiently allocates and manages public resources including finances and infrastructure.
- 4) Accountability : Ensures transparency and holds government entities responsible to the public.
- 5) Social Equity : Promotes fairness and justice through policies that reduce disparities and protect vulnerable populations.
- 6) Regulatory Oversight : Establishes and enforces regulations to safeguard public health, safety, and the environment.
- 7) Crisis Management: Plans and coordinates responses to emergencies and disasters to protect public safety.
- 8) Economic Development : Supports growth and prosperity by fostering a conducive environment for business and innovation.
- 9) International Relations : Represents national interests and engages in global diplomacy and cooperation.
- 10) Democratic Governance : Facilitates participatory decision-making and democratic processes within society.

ADMINISTRATION IN HISTORIC PERSPECTIVE IN INDIA

India has a **rich and diverse history of administration** dating back thousands of years. The systems of governance evolved through various **periods** — **ancient, medieval, colonial, and modern** — each contributing to the present-day administrative structure.

1. ANCIENT INDIA

a. Vedic Period (1500–600 BCE)

- Administration was tribal and kinship-based.
- The **king (Raja)** was the supreme authority but advised by councils like **Sabha** and **Samiti**.
- Society was guided by **Dharma**, not codified laws.

b. Mauryan Empire (321–185 BCE)

- First centralized and bureaucratic empire under **Chandragupta Maurya**.
- **Kautilya's Arthashastra** outlines a detailed system of administration — taxation, espionage,



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

justice, trade, etc.

- The empire was divided into **provinces**, each under a **governor**.
- **Ashoka** promoted welfare and moral governance (Dhamma).

c. Gupta Period (320–550 CE)

- More decentralized; local autonomy increased.
- Emphasis on **village administration**, **land grants**, and **guild-based urban administration**.

2. MEDIEVAL INDIA

a. Delhi Sultanate (1206–1526)

- Centralized Islamic administration with the **Sultan** as head.
- Use of **Persian** in official records.
- **Iqta system**: Land revenue collected by nobles (Iqta-holders).
- Emphasis on military strength and religious legitimacy.

b. Mughal Empire (1526–1707)

- Highly centralized administration under the emperor.
- **Mansabdari system**: Nobles given ranks (mansabs) and military responsibilities.
- **Subas (provinces)** ruled by **Subedars**.
- Efficient **revenue system** by **Raja Todar Mal** under Akbar.
- Blend of **Persian-Islamic and Indian administrative traditions**.

3. COLONIAL INDIA (1757–1947)

- The British East India Company and later the **British Crown** restructured Indian administration.

Key Features:

- Introduction of **civil services (ICS)**, **district administration**, and **modern policing**.
- **Acts like the Regulating Act (1773)**, **Charter Acts**, and **Indian Councils Acts** laid administrative foundations.
- **Centralized bureaucracy** with British officers dominating top positions.
- **Railways, telegraphs**, and **codified laws** modernized governance, but were mostly exploitative.

4. POST-INDEPENDENCE INDIA (1947–present)

- Democratic and federal administrative system under the **Constitution of India (1950)**.
- Creation of **All India Services (IAS, IPS, etc.)**.
- Division of powers between **Union and States** (Seventh Schedule).
- E-governance, decentralization (Panchayati Raj), RTI Act, and citizen charters modernize and democratize administration.

CONCLUSION

The Indian administrative system has evolved from **monarchies and empires to colonial bureaucracy**, and now to a **democratic, people-centric governance model**. Ancient wisdom, colonial structures, and constitutional democracy together shape modern India's complex but dynamic administrative framework.



COMPOSITION OF ADMINISTRATION

The composition of administration refers to the structure and key components that make up a system of public administration. It includes the people, institutions, processes, and functions involved in implementing public policies and delivering public services.

◆ Main Components of Administration

1. Personnel (Human Resources)

- Includes all public officials—both elected (e.g., ministers, legislators) and appointed (e.g., civil servants, bureaucrats).
- Divided into:
 - Generalists (e.g., IAS officers in India)
 - Specialists (e.g., engineers, doctors, scientists in government service)
- These individuals execute laws, manage public programs, and serve the public.

2. Structures (Organizations and Institutions)

- Administrative machinery at all levels of government:
 - Central/National government
 - State/Provincial government
 - Local government (e.g., municipalities, panchayats)
- Includes ministries, departments, agencies, commissions, and public sector undertakings (PSUs).

3. Processes and Procedures

- The rules, laws, and standard operating procedures (SOPs) that guide administrative action.
- Examples:
 - Budgeting
 - Recruitment procedures
 - Policy implementation protocols
 - Regulatory mechanisms

4. Functions

- The tasks and responsibilities of public administration, including:
 - Policy formulation and implementation
 - Law enforcement
 - Service delivery (education, healthcare, sanitation)
 - Regulation (environment, trade, industry)
 - Public welfare and social justice

5. Resources

- Financial: Tax revenues, grants, loans, and public expenditures.
- Material: Infrastructure, technology, equipment, etc.
- These resources support administrative functioning and service delivery.

6. Citizens / Public Interface

- Modern administration emphasizes citizen participation, feedback mechanisms, and transparency.
- Tools: E-governance platforms, RTI (Right to Information), citizen charters.

**◆ Summary Table**

Component	Description
Personnel	Civil servants, public officials, administrators
Structures	Ministries, departments, agencies, local bodies
Processes	Laws, procedures, administrative routines
Functions	Implementation, regulation, service delivery
Resources	Money, infrastructure, and technology
Public Interface	Citizen feedback, transparency, accountability

Public administration organizational principles

Public administration organizational principles refer to the foundational guidelines and concepts used to design and manage public sector organizations effectively. These principles ensure efficiency, accountability, responsiveness, and good governance. Below are the key organizational principles in public administration:

1. Hierarchy

- Also known as the scalar chain, this principle refers to a clear chain of command where authority flows from the top down.
- Ensures accountability and structured decision-making.
- Example: A minister delegates to a permanent secretary, who delegates to department heads.

2. Unity of Command

- Each employee should report to only one supervisor.
- Prevents confusion and overlapping responsibilities.
- Promotes clarity and discipline in administration.

3. Span of Control

- Refers to the number of subordinates a manager can effectively supervise.
- A narrow span = close supervision; a wider span = more autonomy for subordinates.
- Balancing efficiency with manageability is key.

4. Division of Work (Specialization)

- Tasks are divided among individuals and departments based on expertise.
 - Improves productivity and builds organizational competence.
-



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5. Authority and Responsibility

- Authority (right to make decisions) must be matched with responsibility (accountability for outcomes).
- Ensures that power is exercised responsibly.

6. Delegation

- Superiors assign decision-making authority to subordinates.
- Promotes efficiency and develops lower-level officials.

7. Coordination

- Harmonizing efforts across various departments or levels to achieve organizational goals.
- Avoids duplication and conflict between units.

8. Centralization vs. Decentralization

- Centralization: Decision-making concentrated at the top levels.
- Decentralization: Power and responsibility distributed to lower levels.
- Effective administration often requires a balance of both.

9. Accountability

- Public officials must be answerable for their actions to higher authorities and the public.
- Ensured through audits, performance reviews, transparency mechanisms.

10. Equity and Impartiality

- Administration must be fair, non-discriminatory, and serve all citizens equally.
- Reflects democratic values and the rule of law.

11. Continuity

- Public administration should function consistently regardless of political changes.
- Ensures stability and long-term service delivery.

12. Flexibility and Adaptability

- Organizations must evolve with changes in society, technology, and governance expectations.
- Promotes innovation and relevance.

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.

1) RECRUITMENT:

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



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

and then the unwanted are eliminated selecting the one for the job who suits all the prerequisites suitably.

Recruitment in public administration refers to the process by which government agencies and organizations select and hire individuals to fill positions within the civil service or public sector. Here's what it entails:

1. **Civil Service Regulations** : Recruitment in public administration often adheres to specific rules and regulations that ensure fairness, transparency, and meritocracy in the hiring process. These regulations are designed to prevent nepotism, favoritism, and political influence in hiring decisions.
2. **Job Classification** : Positions within public administration are typically classified based on their responsibilities, qualifications, and levels of authority. Recruitment processes must align with these classifications to ensure that candidates are matched appropriately to the roles they apply for.
3. **Merit-Based Selection** : A cornerstone of recruitment in public administration is the emphasis on merit-based selection. Candidates are evaluated and selected based on their qualifications, skills, experience, and ability to perform the job effectively, rather than factors unrelated to their competence.
4. **Transparency and Accountability** : Public sector recruitment aims to be transparent to the public and accountable to taxpayers. Processes are often open to scrutiny and subject to oversight to maintain public trust.
5. **Public Service Values** : Recruitment in public administration often emphasizes values such as integrity, impartiality, professionalism, and commitment to public service. These values guide the behavior and actions of employees within government agencies.
6. **Diversity and Inclusion** : Increasingly, public administrations are focusing on diversity and inclusion in their recruitment efforts to reflect the diverse communities they serve and to harness a wider range of perspectives and talents.

Overall, recruitment in public administration is a structured process that plays a critical role in ensuring that government agencies are staffed with qualified individuals who can effectively serve the public interest and contribute to the efficient functioning of public services.

2) TRAINING:

Meaning

S.L. Goel says, "Training is: (a) an action process, (b) by which capabilities of the personnel can be improved,

(c) to meet the organisational needs in terms of their knowledge, skills and attitudes required in performing organisational tasks and functions, (d) within relatively short period. of time."

William G. Torpey defines training as "the process of developing skills, habits, knowledge and attitudes in employees for the purpose of increasing the effectiveness of employees in their present government positions as well as preparing employees for future government position."



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BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

Types

Basically, training is of two types, viz. informal training and formal training. Informal training means learning the work by actually doing the work under the guidance of senior officers. Thus, it is training by experience or learning by trial and error method. The trainee acquires administrative skills in the course of actually doing the work, that is, through practice. It is also called 'on- the-job-training'. This has been a traditional method of training in public administration.

Formal training, on the other hand, is imparted in an orderly manner through prearranged and well- defined courses under expert guidance and supervision. It consists of the following types:

Pre-entry Training : This type of training is imparted to those candidates who aspire to enter into public service in the near future. In other words, it refers to vocational or professional instruction imparted in various institutes and colleges.

Orientation Training : It is intended to introduce a new entrant to the organisation. It helps to make his own place in the organisation, to get used to the new work environment and to know the basic concepts of his job. In India, the National Institute of Rural Development (Hyderabad) is providing orientation training programmes to civil servants working in the field of rural development administration.

Induction Training : Like orientation training, it also is a kind of on-entry training. But, unlike orientation training, the induction training has a specific job-centred focus and includes formal instruction to accelerate the learning process about the basics of work, its content, drafting, procedures, rules and regulations, and so on. Thus, it goes beyond orientation training which is a type of general introduction to employment.

Vestibule Training : It involves a series of introductory lecture followed by inspection trips to the departments and field stations to provide first hand knowledge to the employees. It combines theory and practice. The senior officers of the Forest Service in India are imparted this type of training.

Circular Training : It involves frequent reassignment to different divisions of the organisation. This method is used to train the provincial civil servants in India. The new entrant is first required to sit along with the district officer and watch the operations. Like this, he is attached to all the departments of district administration one by one. This is followed by a simple assignment. As he gains experience, he is given more complicated assignment.

Refresher Training : It aims at enabling the employees to refresh and update their knowledge and technical skills. Through periodical refresher courses, the employees are exposed to the recent developments and latest techniques in their functional areas. Since 1985, it has been made compulsory for all the IAS Officers of all levels to attend the one-week refresher training programme conducted by the LBS National Academy of Administration, Mussoorie.

Retraining : It involves instruction in a new field of specialisation or an extensive training in the old field of specialisation. It is imparted usually when an employee is assigned new tasks or highly expanded duties. **Post-Entry Training** Unlike the in-service training, it is not directly related to the job. It aims at broadening the general ability of the employees. Since 1961, the Government of India has been granting study leave to civil servants for undergoing special course which is



capable of widening the employee's mind and improving his ability.

Departmental and Central Training : When training is organised departmentally (i.e. within the department itself), it is called departmental training. Such training is imparted by the senior members. (experienced officers) of the department. The training imparted at the SVP National Police Academy (Hyderabad), is an example of this kind of training. On the other hand when the training is organised centrally (i.e. by a Central Training Institute) to the employees of various departments, it is called central (or centralised) training. The training imparted at the LBS National Academy of Administration (Mussoorie), is an example of this kind of training.

3) PROMOTION

W.F. Willoughby stated that "promotion of employees from one position to another probably ranks first in importance".

According to Arthur W. Procter, "To the employees promotion is of direct significance as a reward or possible reward. Actual promotion is a reward, while the opportunity for promotion is a possible reward."

The British Fulton Committee (1966-68) observed, "The right promotion at the right time is an essential part of the process of developing full talents of men and women in the services."

Meaning

The word 'promote' is derived from the Latin expression 'promovere' which means 'to move forward'. According to William G. Torpey, "Promotion refers to the movement of an employee from one position to another position having a higher grade or a higher minimum salary. A promotion involves increased duties and responsibility for the employee."

L.D. White defined promotion as "an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually an increase in pay."

Elements

Following are the elements (components) of promotion:

1. Change of position, that is, from lower position to higher position. Change of duties, that is, from less difficult type of work to more difficult type of work.
2. Change of responsibility, that is, from lesser responsibility to greater responsibility.
3. Change of title, that is, from lower designation to higher designation.
4. Change of pay, that is, from lower salary scale to higher salary scale.

However, from the employer's angle, promotion implies filling up the vacant higher posts with suitable and experienced persons from within the public service. Thus, in this respect, promotion can also be called 'indirect recruitment' or 'recruitment from within'.

Demotion is the opposite of promotion. It implies the degradation of an employee from a higher



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

position to a lower one. In fact, it is a type of penalty imposed on the employee for violation of civil service conduct rules.

Types

There are three types of promotion.

- (i) Promotion from a lower grade to a higher grade, for instance, from a junior typist to senior typist.
- (ii) Promotion from a lower class to a higher class, for example, from the clerical class to the executive class.
- (iii) Promotion from lower service to a higher service, for instance, from state civil service to IAS.

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 from:

- (i) Legislative or Parliamentary Control,
- (ii) Judicial Control
- (iii) Executive Control

Legislative Control Over Administration

The legislature exercises general power of 'direction, supervision and control of Public Administration'. It lays down the broader policy of administration and the administration cannot act contrary to the guidelines laid down by the legislature. The bureaucrats are shielded for their action by the Ministers through the principle of ministerial responsibility to the legislature. The legislature not only defines the functions of the government but also provides the finance for its various programmes. The control over financial matters is exercised through budgetary review and by various committees established by it.

Various means of legislative control: Legislative control over administration is of three types (a) control over policy, (b) control over implementation and the daily working of the departments; and (c) control over finances. Following are the means have been adopted by the legislature to control over administration :

1. Control over delegated legislation: Delegated legislation is one of the important means to control over legislation. In fact, delegated legislation has become a necessary evil as now a day the matters brought before the legislature to make laws are highly technical in nature. Usually the legislators lack special knowledge and merely lay down the general principles and rules and leave the technical details to be sorted out to the administration to make rules through the process of delegated legislation. However, it does not mean that the administration can



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

exercise the direction in any way it likes. The legislature exercise its control over delegated legislation by constituting committees on subordinate legislations possessed with the functions of scrutinizing and reporting the House whether the powers delegated by the legislature are properly used or not.

2. Control through debate and discussion: Debate and discussion also constitute another effective means for the legislature for controlling the administration. For instance, the inaugural speech of the President, the budget speech, introduction of a Bill for amendment of an Act, enactment of a new law, introduction of motion or resolutions provides opportunity to the members of the Parliament for debates and discussions. Thus, when the President opens the session of Parliament, the speech delivered by him is discussed in the Parliament. During discussion, the members of Parliament may criticize the administration for its failure or lapses. Similarly, the budget speech provides another opportunity to the legislature to review and criticise the functioning of administration. Thus, the debate and discussion have great values which compel the Government to defend their administrative policies. It provides opportunity to the opposition to focus on the weak side of administration.

3. Budgetary control: The most effective legislative control over administration is through the budgetary system. Legislature exercises control over administration by controlling the purse of the nation. It passes the budget and authorizes expenditure. Not even a single paisa can be spent by the administration without the prior approval from the legislature. When the budget is placed on the floor of the House, the member get opportunity to reviews the past work, scrutinize, examine and criticise the functioning of the government if there is any failure in policy decisions, set up aims and gives new directions to the government to be more alert in the functioning of administration.

4. Control through audit: The legislature also exercises an effective control over administration through the CAG, who functions independent of the executive control. The Comptroller and Auditor General (CAG) audit all the accounts of income and expenditure of the government and submit an Annual Report before the legislature. It brings to notice of the legislature about the irregularities and lapses on the part of administration. Again, the Public Account Committee (PAC) of the legislature scrutinises the Report of the CAG and thereafter the legislature discusses its findings. Besides, the Estimate Committee (EC) examines the estimates of different Ministries before they are voted upon by the legislature. Thus, audit is used as an effective device to control over administration by the legislature.

5. Question-hour: The question-hour is regarded as another method of legislative control over administration. In a parliamentary system there is the practice of setting apart one hour of Parliament's meeting time for questions is called 'Questions-Hours'. The legislative members may ask any questions on administration and the Ministers concerned answers to the questions asked by the members on the floor of the House. These questions keep the bureaucrats alerts as they have to brief their Ministers so that he can reply the questions on the floor of the House. For instance, in India from 11.00 a.m. to 12 p.m. of every Parliament day is allocated for questions-hours. During the hour, around 30 to 40 questions are asked which helps in putting the public attention to focus on a specific issue. The main objective of putting questions is used for exposing the infirmities of the government and unmasking its flaws. The questions-hour serves as a searchlight on the failures and abuses of authority. Thus, question hour represent a very effective tool of legislative control over administration.

6. Zero-hour discussion: Zero-hour-discussion happens after the questions-hour i.e, 12 p.m. and since 12 p.m. is called zero-hour and therefore it is named 'zero-hour'. It is an extra regular method that is entirely an Indian innovation since 1962. It is invoked after question hour with the consent of Presiding Officer to incite opinions on matter of public importance which have not been listed in day's business.

7. Half-an-hour discussion and short-discussion: This is another important tool in the hands of the legislature to maintain its control over the administration. It is subsequent to the question-hour. Normally, the question-hour may be allowed by half-an-hour discussion when a member feels dissatisfied regarding a particular answer



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

given by concerned ministers. Similarly, during short-discussion the legislature may extract more relevant information on a matter of public policy from the government.

8. Control through motions or resolutions: The legislature also controls the administration through various motions and resolutions. The most frequently used motions are-call attention motion, censure motion, adjournment motion, and no-confidence motion. They may be stated as follows: (a) The call-attention motion is introduced by the member of the Parliament with due permission of the chair to draw the attention of a minister to an urgent matter of public importance and request him to make a statement thereon. (b) A censure motion may be moved against the whole ministry or group of ministers or even an individual ministry for their inability to act or not to act for their policy, revealing regret, indignation or surprise of the House. (c) Similarly, motion of no-confidence is intended to dislodge the government. The motion obviously implies the lack of confidence in the ministry owing to its failure or inefficiency of serious in nature. (d) Likewise, the motions for adjournment are tabled to discuss a specific or definite matter of urgent public importance on the floor of the House. The sole purpose of adjournment motion is to censure the government in order to influence its decisions. On the other hand, legislature has the power to pass resolutions on any matter to censure a particular minister or the government as a whole. The difference between resolution and motion is that resolutions are recommendatory in nature which may or may not be accepted by the government, where as the motions may leads to the resignation of the whole ministry.

9.Control through administrative laws: Various laws are passed by the legislature in the form of broad outlines and detailed of the provisions of law are left to the executive to be filled in. The legislature may instruct the executive to lay the rules framed under Enabling Acts before the legislature. In the same way, a committee of the House may be appointed to examine these rules and report the same to the House regarding their accuracy.

10.Committee on Assurance: The legislature also exercises controls over the administration by appointing committees from its own members. The Ministers make some promises and assurances on the floor of the House during the courses of debates, discussion and questions. So, it is the duty of the Committee on Assurance to see whether the assurances and undertakings made in the legislature are fulfilled or not. In fact, the Committee on Assurances has substantially helped the legislature to keep its control over administration.

Executive Control Over Administration

Executive control over administration is direct, effective and continuous in nature. The executive control not only keeps the administration under its control but also provides continuous direction and proper guidance to the operation of administration. The executive control over administration is a vital necessity to check the uncontrolled activities of civil servants. Effective executive control over administration reduces the chances of corruption, evils and maladministration of the civil servants.

Executive control over administration means the control exercised by the chief executive (political executive) over the functioning of bureaucracy. Such control in the USA is exercised by the President and his secretaries, and in India and Britain by the Cabinet and ministers (individually). In parliamentary government the Cabinet is collectively responsible to the Parliament for its policies and actions. Each minister is also individually responsible for the acts of omission and commission in his Ministry/department. In other words, ministerial responsibility is the basic feature of the Parliamentary government.

For this very reason the political executive (Cabinet and ministers) exercise control over administration. Unlike the legislative control which is general, periodical, informational and reportive, the executive control is fuller in content, constant, continuous, stimulative, corrective and directive.

The executive exercises control over administration through following means or techniques.



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

Political Direction (Policy-making) : In India, the Cabinet formulates administrative policies and enjoys the power of direction, supervision and coordination with regard to its implementation. The minister, who is incharge of one or more departments, lays down the departmental policy and directs, supervises and coordinates its implementation by the administrators. Thus, through political direction, the Minister controls the operations of administrative agencies working under his ministry/department(s). The departmental officials are directly and totally responsible to the minister. In the USA, the same function is performed by the President and his secretaries.

Budgetary System : The executive controls the administration through budgetary system. It formulates the budget, gets it enacted by the Parliament, and allocates the necessary funds to the administrative agencies to meet their expenditure. In all such activities, the Ministry of Finance (which is the central financial agency of the Government of India) plays an important role. It exercises financial control over administration in the following ways.

- (i) Approval of policies and programmes in principle.
- (ii) Acceptance of provision in the budget estimates.
- (iii) Sanctioning expenditure subject to the powers which are delegated.
- (iv) Providing financial advice through the Integrated Financial Advisor.
- (v) Reappropriation of grants (i.e. transfer of funds from one sub-head to another).
- (vi) Internal audit system.
- (vii) Prescribing a financial code to be followed by the spending authorities.

Appointment and Removal (Personnel Management and Control) This is the most effective means of executive control over administration. The executive plays an important role in personnel management and control and enjoys the power of appointment and removal of top administrators. In this function, the executive (in India) is assisted by the Department of Personnel and Training, the Ministry of Finance, and the UPSC. The Department of Personnel and Training is the central personnel agency in India and plays a major role in personnel management and control. At the highest level, the ministers play an important role in the selection and appointment of secretaries and heads of departments. Thus they (i.e. ministers) exercise full control over the administration of departments under their charge through such appointees.

Ordinances : The Constitution of India authorises the chief executive, that is, the President to promulgate ordinances during the recess (interval) of Parliament to meet situation demanding immediate action. An ordinance is as authoritative and powerful as an act of Parliament and hence, governs the functioning of administration.

Civil Service Code : The executive has prescribed a civil service code to be observed and followed by the administrators in the exercise of their official powers. It consists of a set of conduct rules which prevent the administrators from misutilising their powers for their personal ends. The important among such rules in India are as follows.

- (a) All-India Services (Conduct) Rules, 1954
- (b) Central Civil Services (Conduct) Rules, 1955
- (c) Railway Services (Conduct) Rules, 1956.

They deal with various things like loyalty to the state, obeying the official orders of the superiors, political activities of civil servants, financial transactions of civil servants, marital restrictions, and others.

Staff Agencies : The executive also exercises control over administration through staff agencies. The important staff agencies in India are the Department of Administrative Reforms, the Planning Commission, the Cabinet Secretariat and the Prime Minister's Office. Mooney said that a staff agency is "an expansion of the personality of the executive, It means more eyes, more ears and more hands to aid him in forming and carrying out his plans." Thus, the staff agencies exercise influence and indirect control over the administrative agencies and play an important role in coordinating their policies and programmes.



Judicial Control Over Administration

Judicial control over administration means the power of the courts to examine the legality of the acts of officials and thereby to safeguard the rights of the people. In other words, it also implies the rights of an aggrieved citizen to bring a suit whether civil or criminal in a court of law against a public official for the wrong done to him in the course of discharge of his public duty.

Thus, judicial control means the power of the judiciary to determine the legality of acts of government officials and to declare ultra vires if they are found to be based on abuse of authority, excess of jurisdiction, error of law, error of fact-finding and error of procedure. Various means of judicial control: The judicial control over administration can be exercised through two important methods-

(a) Rule of Law and (B) Administrative Law (Droit Administratifs). The system of rule of law is prevalent in the countries like UK, USA, India etc., whereas Administrative Law is prevalent mainly in France and in some other countries of Europe. Here we are going to discuss them in some details:

(1) **Judicial intervention in administrative cases:** Public officials get a lot of opportunity to wield authority in their own direction and which can be abused also. The judicial control is a check upon highhandedness or arbitrariness of the executive. However, it is important to mention in this context that judiciary does not interfere on its own accord in administrative activities. The court can intervene when a complaint is lodged to the judiciary by a person who feels that his rights have been violated or likely to be infringed by some actions of the public officials. Moreover, the court intervenes in administrative cases on the following grounds:

- (a) When the administrative case involves lack of jurisdiction.
- (b) When the administrative case involves error of law.
- (c) When the administrative case involves error of fact-finding.
- (d) When the administrative case involves error of procedure.
- (e) When the administrative case involves abuse of discretion.

(2) **Judicial remedies under rule of law:** The rule of law lays down the basis of judicial control over administration. The rule of law as a concept has been explained elaborately by Prof. Dicey. According to him rule of law ensures equality before law which means that everybody, high or low, official or private citizen, is treated under the same law. No special courts are provided for trying the officials and uniform procedure is followed for everybody without any discrimination.

(3) **Control through issuing writs:** In addition to the judicial remedies available to the citizens against suing the government and its officials, they have certain extraordinary judicial remedies known as writs against the arbitrary violation by the public officials. They are as follows:

(a) **Habeas corpus:** Literally it means 'to produce the body of'. The writ is issued by the court in the nature of an order calling upon the person who has detained another to produce the latter before it in order to let it know on what ground he has been confined, and set him free if there is no legal jurisdiction for his confinement. The main purpose of this writ is to determine whether the person is legally detained or restrained in his liberties.

(b) **Mandamus:** Mandamus means 'a mandate or a command'. This writ is an order issued by a common competent law court directing any persons, corporations or any inferior court. In fact, the writ is issued to a public official to do a thing which is a part of his official duty.

(c) **Prohibition:** Prohibition is a judicial writ issued by a superior court to an inferior court for the purpose of preventing it from usurping jurisdiction with which it is not vested with. The writ commands the inferior court not to do a thing which is not authorized to do so.

(d) **Injunction:** This is a writ issued by the court requiring a person to do or refrain from doing a thing. It may be called 'mandatory' when it requires the defendant to do a thing and 'preventive' when it requires the defendant to refrain from doing it. Again, mandamus cannot be issued against private person, while injunction is directed to the parties in the disputes. It should not be confused with prohibition. As Prohibition is a writ available against judicial authorities, while injunction is a writ against executive officials.



(e) **Certiorari:** Literally it means to be certified or to be made certain. In other words, the writ means direction of a superior court to a inferior court for transferring the records of proceedings of a case pending with it for the purpose of determining the legality of the proceedings and for giving more satisfactory effects to them.

(f) **Quo-warranto:** Quo-warranto means 'what warrant or authority'? The writ is issued by the court to enquire into the legality of the claim which a party asserts to an office or franchise and to oust him from its enjoyment, if the claim be not well founded. It is obvious that the writs mentioned above are in the nature of judicial control over judicial as well as administrative acts.

(4) **Legal remedies under Administrative Law:** There are certain countries where administrative law prevails. The state is liable and suable for all illegal acts of its officials. The officials in these countries are tried not in ordinary courts but in the administrative courts, which award damages from the public funds to the aggrieved parties. For instance, countries like France, where the system of Administrative Law (Droit Administratifs) is in existence and the liability of state for illegal acts of officials is fully established.

(6) **Power of judicial review:** The judiciary also exercise control over administration through the power of judicial review. It obviously means the power of judiciary to declare null and void of any acts, laws, ordinance or executive decision, if it goes against the norms of the supreme laws of the land-the Constitution. Countries like India and USA, the power of judicial review not only includes the legislative enactments but also the executive orders and administrative actions.

ADMINISTRATIVE REFORM IN INDIA

The government has introduced many major Administrative Reforms in India in recent years that emphasize making the government more accessible. These Administrative Reforms in India encourage corruption-free governance and boost efficiency. The motive of the Administrative Reforms is to promote government administrative agencies to implement public policies smoothly. Administrative Reforms in India are an evident reaction to the new challenges confronting the state association handling public affairs; the main effort is to enhance administrative capacity in the transformed scenario. Since civil servants are answerable to political leaders, the emphasis must be on external responsibility mechanisms like social audits, resident alliances, and encouraging civil servants about the outcome approach.

Administrative reforms in India have been an ongoing process since independence in 1947. These reforms are aimed at making the Indian administrative system more efficient, transparent, accountable, and citizen-friendly. Below is a detailed timeline and analysis of administrative reforms in India and their impacts:

◆ 1. Post-Independence Era (1947–1966): Foundation Phase

Key Features:

- Inherited colonial bureaucratic structure (Indian Civil Services).
- Dominance of ICS (later IAS), centralized and rule-bound.

Major Developments:

- 1947: Continuation of colonial administrative system.
- 1949: Formation of Constitution – introduced provisions for Public Services (Part XIV, Articles 308–323).
- Establishment of Union Public Service Commission (UPSC) and State Public Service Commissions.

Impact:

- Maintained administrative continuity.
- Bureaucracy became central to policy implementation.
- However, bureaucracy remained elite-driven and hierarchical.

◆ 2. First Phase of Administrative Reforms (1966–1977): Planning and Rationalization

Catalyst:



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- Growing dissatisfaction with bureaucracy's efficiency and accountability.

Major Reform:

- Administrative Reforms Commission (ARC I) – 1966, chaired by Morarji Desai.

ARC I Recommendations:

- Reorganization of ministries.
- Strengthening of district administration.
- Creation of Lokpal and Lokayuktas.
- Personnel administration reforms.
- Citizen-centric administration.

Impact:

- Limited implementation: Many recommendations accepted but only partially implemented.
- Led to:
 - Restructuring of departments.
 - Formation of Central Vigilance Commission (CVC) in 1964.
 - Strengthening of training institutes like LBSNAA.

◆ **3. Emergency and Post-Emergency Period (1975–1984): Political Influence and Control**

Developments:

- Increased centralization and politicization of bureaucracy.
- Bureaucratic loyalty over efficiency during Emergency (1975–77).

Impact:

- Decline in bureaucratic neutrality.
- Rise in corruption and weakening of institutions like CAG and CVC.

◆ **4. Liberalization Era (1991–2000): Economic Reforms and New Public Management**

Catalyst:

- Economic crisis of 1991 and shift toward liberalization.

Administrative Reforms:

- Emphasis on performance, accountability, transparency, and citizen service.
- Initiatives like:
 - Right to Information movement (early stages).
 - Privatization and downsizing of government departments.
 - Disinvestment in PSUs.

Impact:

- Shift from command-and-control to service delivery model.
- Citizen charter movement began (e.g., Indian Railways).
- Increased public demand for transparency.

◆ **5. 21st Century Reforms (2000–2020): Governance Modernization**

Key Developments:

- Second Administrative Reforms Commission (ARC II) – 2005–2009, chaired by Veerappa Moily.

ARC II Key Themes:

1. Right to Information.
2. Ethics in governance.
3. Citizen-centric administration.
4. E-Governance.
5. Public order and crisis management.
6. Local governance and decentralization.

Implementation Outcomes:

- RTI Act, 2005: Landmark in transparency.



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

- e-Governance: National e-Governance Plan (NeGP), Digital India.
- Lokpal and Lokayuktas Act, 2013.
- Civil Services Reforms: Performance appraisal (SPARROW), competency frameworks.
- Decentralization: Strengthening of PRIs (Panchayati Raj Institutions).

Impact:

- Improved transparency, citizen participation.
- Increased use of ICT in governance.
- Rising public expectations and scrutiny.

◆ **6. Recent & Ongoing Reforms (2020–Present): Tech-Driven & Citizen-Oriented Governance**

Major Initiatives:

- Mission Karmayogi (2020): Capacity-building program for civil servants.
- Digital India 2.0: AI, big data in governance.
- Faceless Taxation and Online Services.
- Privatization & Monetization: Of non-strategic government assets.
- Lateral Entry in Civil Services: To bring domain experts.
- Simplification of governance processes: Ease of Doing Business reforms.

Impact:

- Greater use of AI, machine learning, blockchain in service delivery.
- Enhancing efficiency, reducing human interface (and corruption).
- Debate over politicization of lateral entry and civil service neutrality.

◆ **Challenges Still Persist:**

1. Bureaucratic resistance to change.
2. Political interference.
3. Capacity gaps in lower-level officials.
4. Corruption and red tape.
5. Underutilization of citizen feedback mechanisms.

ASSIGNMENT QUESTIONS

1. What is the concept of administration and how has its meaning evolved over time from a historical perspective?
2. Explain organisational principles in detail.
3. What are administrative reforms and what have been their major impacts on the efficiency and transparency of public governance systems?
4. Explain recruitment, promotion and training.
5. What mechanisms do the executive, legislative, and judicial branches use to exercise control over public administration?



UNIT II

AREAS OF ADMINISTRATION: FORMS AND AREAS OF ADMINISTRATION

Indian public administration is a complex and multifaceted field, encompassing various forms and areas of administration. It involves the organization, management, and implementation of government policies and services across different levels of government. Here's a detailed look at the forms and areas of administration in Indian public administration:

Forms of Administration

(1) Central Administration:

- A) **Union Government:** Headed by the Prime Minister and the Union Cabinet, this form includes various ministries and departments responsible for national policy and administration. Major ministries include Finance, Home Affairs, Defence, and External Affairs.
- B) **Central Public Sector Enterprises (CPSEs):** These are government-owned corporations that operate in various sectors, such as energy, telecommunications, and transportation.

(2) State Administration:

- A) **State Governments:** Each state in India has its own government headed by a Chief Minister and a council of ministers. They handle subjects listed in the State List and the Concurrent List of the Constitution.
- B) **State Public Sector Enterprises:** Similar to CPSEs, these are state-owned enterprises operating within the states.

(3) Local Administration:

- A) **Urban Local Bodies:** Includes Municipal Corporations, Municipalities, and Nagar Panchayats, responsible for urban administration and local governance.
- B) **Rural Local Bodies:** Includes Panchayats at the village, intermediate, and district levels, responsible for rural development and local governance.

Areas of Administration

1. Administrative Reforms:

- **Civil Services Reform:** Focuses on the efficiency and effectiveness of the Indian Administrative Service (IAS), Indian Police Service (IPS), and other central services.
- **Governance Reforms:** Includes initiatives like e-Governance, Right to Information (RTI), and other measures aimed at improving transparency and accountability.

2. Public Policy and Planning:

- **Policy Formulation:** Involves the creation of policies by various government departments and ministries.
- **Planning:** Includes government planning and other strategic documents that guide economic and social development.

3. Law and Order:

- **Police Administration:** Encompasses the organization and functioning of police forces at the central, state, and local levels.
- **Judicial Administration:** Involves the functioning of courts and judicial processes.

4. Development Administration:

- **Rural Development:** Focuses on improving infrastructure, health, education, and livelihoods in rural areas.
- **Urban Development:** Includes city planning, housing, and public services in urban areas.

5. Financial Administration:

- **Budgeting and Expenditure:** Involves the preparation, approval, and execution of the budget at central, state, and local levels.



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

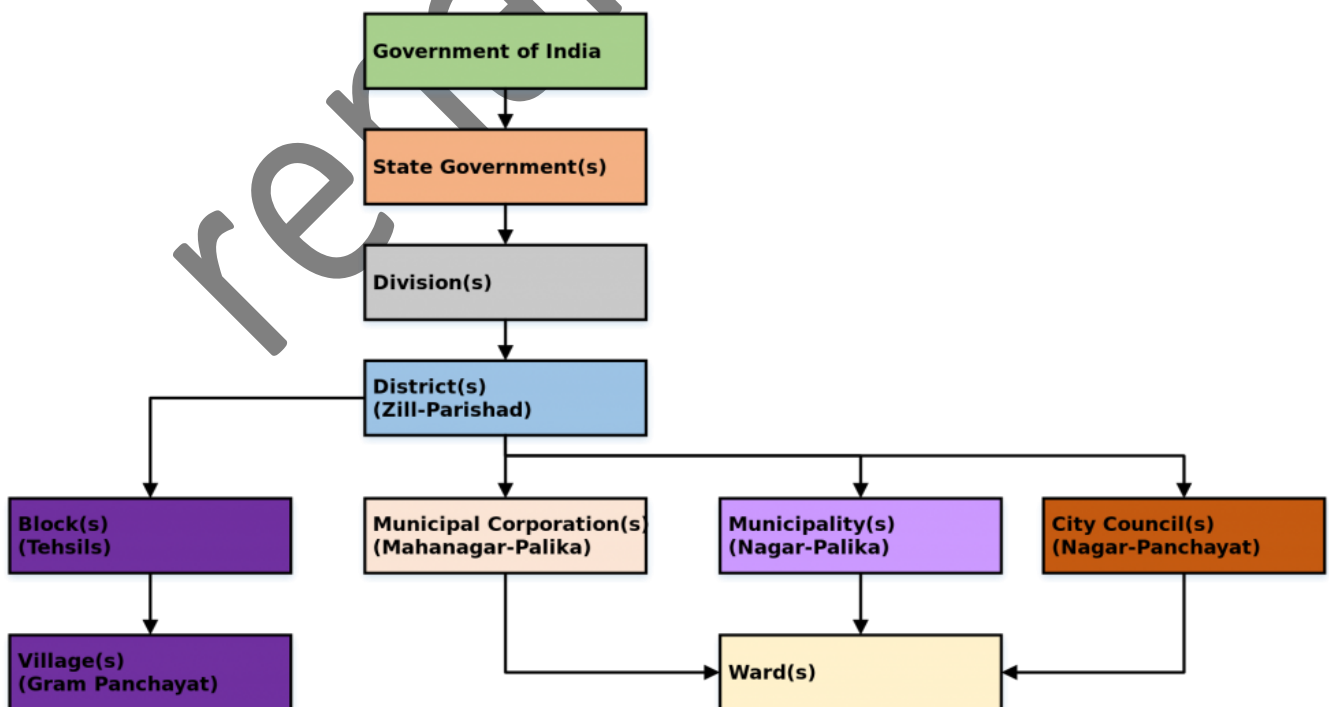
- Revenue Administration: Includes the collection of taxes and other revenues, and the management of public funds.
6. Human Resource Management:
- Recruitment and Training: Involves the selection and training of public servants and other government employees.
 - Personnel Management: Includes the management of employee welfare, promotions, and disciplinary actions.
7. Public Service Delivery:
- Healthcare: Management of public health services and hospitals.
 - Education: Administration of schools, colleges, and universities.
 - Social Welfare: Includes programs for the welfare of marginalized groups, such as women, children, and the elderly.
8. Environmental Administration:
- Natural Resource Management: Includes the administration of forests, water resources, and wildlife.
 - Environmental Protection: Involves policies and programs aimed at protecting the environment and managing pollution.

Key Challenges and Issues

1. Bureaucratic Red Tape: Often criticized for inefficiency and delay.
2. Corruption: A significant issue impacting the effectiveness of public administration.
3. Resource Constraints: Limited financial and human resources can hamper effective administration.
4. Capacity Building: Ongoing need for training and development of public servants.

Public administration in India is dynamic and constantly evolving, reflecting the country's diverse needs and the challenges of managing a large and complex nation.

Administrative structure of India





PUBLIC ADMINISTRATION AND ITS CHARACTER IN INDIA

Public administration in India is a critical component of governance, encompassing the processes, structures, and activities involved in implementing government policies and delivering public services. Its character is shaped by historical, constitutional, and socio-political factors, reflecting both the strengths and challenges of the Indian administrative system.

Character of Public Administration in India

1. Historical Context

- **Colonial Legacy:** The Indian administrative system inherited many features from the British colonial administration, including the structure of the civil services and administrative procedures. This legacy has influenced the bureaucracy's functioning and organization.
- **Post-Independence Evolution:** Since gaining independence in 1947, India has worked to adapt and reform its administrative structures to better meet the needs of a modern democratic state.

2. Constitutional Framework

- **Federal Structure:** India operates under a federal system with a division of powers between the central and state governments. This federal structure impacts how public administration is organized and managed at different levels.
- **Separation of Powers:** The Indian Constitution provides for a separation of powers among the executive, legislature, and judiciary, each playing distinct roles in governance.

3. Bureaucratic System

- **Civil Services:** The Indian Administrative Service (IAS), Indian Police Service (IPS), and Indian Foreign Service (IFS) are central to the country's public administration. These services are responsible for implementing policies and managing government functions at various levels.
- **Hierarchy and Specialization:** The bureaucracy is characterized by a hierarchical structure, with specialization in various administrative functions. This system is designed to ensure continuity and expertise in administration.

4. Democratic Principles

- **Accountability and Transparency:** Public administration in India is expected to uphold democratic values such as accountability and transparency. Mechanisms like the Right to Information (RTI) Act aim to enhance public access to information and improve governance.
- **Public Participation:** There is an increasing emphasis on involving citizens in the decision-making process through mechanisms like public consultations, participatory governance, and decentralized planning.

5. Challenges and Issues

- **Red Tape and Bureaucratic Inefficiency:** The Indian administrative system is often criticized for its bureaucratic red tape, which can lead to inefficiencies and delays in service delivery.
- **Corruption:** Corruption is a significant challenge that affects the effectiveness and credibility of public administration. Efforts to combat corruption include legal reforms, anti-corruption agencies, and vigilance commissions.
- **Capacity Building:** There is a continuous need for training and development to enhance the skills and efficiency of public servants, ensuring they are equipped to meet the demands of modern governance.

6. Decentralization

- **Panchayati Raj Institutions:** In rural areas, the Panchayati Raj system enables local self-governance through elected village councils, intermediate panchayats, and district panchayats.
- **Urban Local Bodies:** Urban areas are governed by municipal corporations, municipalities, and Nagar Panchayats, which manage local affairs and services.

7. Public Service Delivery

- **Service Delivery Mechanisms:** Public administration is responsible for delivering a wide range of services, including education, health care, infrastructure, and social welfare. The effectiveness of these services is a key measure of administrative performance.



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

- **Citizen-Centric Approach:** There is a growing emphasis on adopting a citizen-centric approach, using technology and innovative practices to improve service delivery and responsiveness.
- 8. **Technological Integration**
 - **e-Governance:** The use of technology in governance has increased, with initiatives like digital platforms for public services, online grievance redressal, and electronic document management systems.
 - **Data Management:** Effective data management systems are being implemented to enhance decision-making, improve service delivery, and ensure better policy outcomes.
- 9. **Social and Cultural Diversity**
 - **Managing Diversity:** India's vast social, cultural, and linguistic diversity presents unique challenges for public administration. Policies and programs must be tailored to address the needs of diverse communities across different regions.

Conclusion

Public administration in India is characterized by its complex structure, historical legacy, and ongoing efforts to adapt to the needs of a modern democratic society. While it faces challenges such as bureaucratic inefficiency and corruption, there are continuous efforts to reform and improve the system through technological advancements, decentralization, and a focus on transparency and accountability. The effectiveness of public administration is crucial for achieving the country's development goals and ensuring the well-being of its citizens.

PUBLIC UNDERTAKING ADMINISTRATION

Public Undertaking Administration in India refers to the management and regulation of government-owned enterprises that play a crucial role in the national economy. These public sector enterprises (PSEs) are established to handle key industries and services deemed vital for public welfare and economic development, such as energy, transportation, and infrastructure. Administered by various government ministries and overseen by boards of directors, these enterprises aim to contribute to economic growth, provide essential services at affordable prices, and create employment opportunities. Here are some prominent examples across different sectors:

1. Energy Sector

1. **Oil and Natural Gas Corporation (ONGC):** Engaged in the exploration and production of oil and natural gas.
2. **Indian Oil Corporation Limited (IOCL):** Involved in refining, transporting, and marketing petroleum products.
3. **National Thermal Power Corporation (NTPC):** Specializes in electricity generation through thermal power plants.
4. **Coal India Limited (CIL):** The largest coal producer in the world, responsible for coal mining.

2. Steel and Heavy Industries

- **Steel Authority of India Limited (SAIL):** One of the largest steel producers in India.
- **Bharat Heavy Electricals Limited (BHEL):** Manufactures electrical equipment and machinery for various industries.

3. Transportation and Logistics

- **Indian Railways:** Manages the largest railway network in the world, providing freight and passenger transport.
- **Air India:** The national airline carrier of India.
- **Shipping Corporation of India (SCI):** Operates a fleet of cargo and passenger ships.

4. Financial Sector

- **State Bank of India (SBI):** The largest and oldest public sector bank in India.
- **Bank of Baroda:** Provides a range of banking services.
- **Life Insurance Corporation of India (LIC):** The largest life insurance company in India.
- **General Insurance Corporation of India (GIC Re):** Provides reinsurance services.

5. Manufacturing and Technology



1. **Hindustan Aeronautics Limited (HAL):** Manufactures aircraft, helicopters, and related components.
2. **Bharat Electronics Limited (BEL):** Produces electronic equipment for defense and civilian applications.

6. Fertilizers and Chemicals

1. **National Fertilizers Limited (NFL):** Engaged in the production and marketing of fertilizers.

7. Telecommunications

1. **Bharat Sanchar Nigam Limited (BSNL):** Provides telecommunications services across India.
2. **Mahanagar Telephone Nigam Limited (MTNL):** Offers telecom services in metropolitan areas.

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 experience.
- 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.



INTELLIGENCE ADMINISTRATION

Intelligence Administration in Indian public administration refers to the organization, management, and operations of agencies responsible for gathering, analysing, and acting on information related to national security, law enforcement, and public safety. These agencies play a critical role in safeguarding the country from internal and external threats, including terrorism, espionage, and organized crime.

Key Aspects of Intelligence Administration in India:

1. Purpose and Function:

- **National Security:** Intelligence agencies work to identify and counter threats to national security, including terrorism and insurgency.
- **Law Enforcement:** They assist in criminal investigations and gather intelligence related to criminal activities.
- **Policy Support:** Provide crucial information to policymakers for formulating national security and defense strategies.

2. Major Intelligence Agencies:

- **Research and Analysis Wing (RAW):** Primarily responsible for foreign intelligence and counter-intelligence. It deals with international security threats and espionage.
- **Intelligence Bureau (IB):** Focuses on domestic intelligence, including counter-terrorism, counter-intelligence, and internal security issues.
- **Central Bureau of Investigation (CBI):** While primarily a federal investigative agency, it also handles certain aspects of intelligence related to corruption and major crimes.
- **National Investigation Agency (NIA):** Established to handle terrorism-related offenses and coordinate investigations across states.

3. Structure and Governance:

- **Ministry of Home Affairs (MHA):** Oversees the Intelligence Bureau and NIA. The MHA plays a key role in coordinating internal security and intelligence operations.
- **Prime Minister's Office (PMO):** RAW reports directly to the Prime Minister's Office, reflecting its importance in national security and foreign intelligence.

4. Functions and Operations:

- **Information Collection:** Intelligence agencies collect data through various means, including surveillance, human intelligence (HUMINT), and signals intelligence (SIGINT).
- **Analysis and Reporting:** Analyse the collected data to produce actionable intelligence reports for government decision-making.
- **Counter-Intelligence:** Prevent and neutralize espionage activities by foreign entities and ensure the security of sensitive information.

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

- Maintenance of public peace and order
- Crime Prevention
- Investigation



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

- Detection
- VIP Security
- Intelligence Collection
- Fight against terrorism
- Security of borders
- Prevention of smuggling, drug, trafficking and illegal business
- Corruption and economic offence.
- Enforcement of Socio-Economic legislation etc.

DEFENCE ADMINISTRATION

Defence Administration in Indian public administration refers to the organization, management, and operational control of the country's defence services. It encompasses the policies, structures, and processes involved in maintaining national security and managing the armed forces. Here's a comprehensive overview:

Key Aspects of Defence Administration in India

1) Organizational Structure

- (i) Ministry of Defence (MoD): The central body responsible for the formulation and implementation of defence policies. It oversees the armed forces and coordinates with other ministries and agencies on defence-related matters.
- (a) Defence Minister: The political head of the Ministry of Defence, responsible for policy decisions and overall management.
- (b) Defence Secretary: The senior bureaucrat in the MoD, responsible for administration, policy implementation, and coordination between the Ministry and the armed forces.

2) Armed Forces

- (i) Indian Army: The land-based military force responsible for defending the country's borders and internal security. Headed by the Chief of Army Staff (COAS).
- (ii) Indian Navy: The maritime force tasked with safeguarding India's sea routes and maritime interests. Headed by the Chief of Naval Staff (CNS).
- (iii) Indian Air Force (IAF): Responsible for aerial defence and support. Headed by the Chief of Air Staff (CAS).

3) Strategic and Operational Planning

- (i) National Security Strategy: Formulated by the National Security Council (NSC), which guides defence policies and strategic objectives.
- (ii) Defence Planning: Involves preparing defence strategies, procurement plans, and resource allocation to ensure readiness and capability.

4) Defence Budget and Finance

- (i) Defence Budget: Allocated by the central government through the Union Budget. The MoD is responsible for managing and utilizing these funds effectively.
- (ii) Procurement and Acquisition: Managed through processes such as the Defence Procurement Procedure (DPP), focusing on acquiring equipment, technology, and supplies.

5) Defence Production and Research

- (i) Defence Research and Development Organisation (DRDO): Responsible for developing indigenous defence technologies and equipment. It collaborates with various defence services and industries.
- (ii) Public Sector Undertakings (PSUs): Government-owned entities like Hindustan Aeronautics Limited (HAL) and Bharat Electronics Limited (BEL) involved in defence production.

6) Training and Education

- (i) Military Academies: Institutions like the National Defence Academy (NDA), Indian Military Academy (IMA), Indian Naval Academy (INA), and Air Force Academy (AFA) provide training and



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

education to future officers.

- (ii) Professional Military Education: Ongoing training for officers and personnel to maintain and enhance their skills and knowledge.

7) Civil-Military Relations

- (i) Civil Oversight: The defence establishment operates under civilian control, ensuring that military actions and policies align with democratic principles and national interests.
- (ii) Defence Diplomacy: Involves international engagements, strategic partnerships, and cooperation with other countries to enhance defence capabilities and foster regional stability.

8) Internal Security and Border Management

- (i) Counter-Insurgency Operations: The armed forces participate in internal security operations to address insurgency and terrorism.
- (ii) Border Security: Coordinated efforts with paramilitary forces and border security agencies to protect and manage national borders.

9) Emergency and Crisis Management

- (i) Disaster Response: The armed forces play a key role in disaster relief and emergency response, including natural disasters and humanitarian crises.
- (ii) Crisis Management: Involves preparing for and managing situations such as wars, conflicts, and national emergencies.

Challenges in Defence Administration

1. Modernization and Upgradation: Keeping the armed forces equipped with modern technology and maintaining readiness in a rapidly changing global environment.
2. Budget Constraints: Balancing defence spending with other national priorities while ensuring adequate resources for defence needs.
3. Coordination and Integration: Enhancing coordination among different branches of the military and with other government agencies for effective operations.
4. Internal Security Issues: Addressing internal threats such as insurgency, terrorism, and civil unrest that require military involvement.

ADMINISTRATION AND SOCIETY

Administration and society in Indian public administration refers to the intricate relationship between governmental administrative systems and the societal structures they serve. This relationship involves how public administration impacts and is influenced by social dynamics, and vice versa. Here's a detailed look at this interaction:

Relationship between Administration and Society

1. Policy Formulation and Implementation

- **Needs Assessment:** Public administration must assess and respond to the needs and priorities of society. This involves identifying social issues, understanding public concerns, and incorporating these into policy frameworks.
- **Public Participation:** Effective governance requires the involvement of citizens in decision-making processes. Mechanisms such as public consultations, participatory planning, and feedback systems help ensure that policies reflect societal needs.

2. Service Delivery

- **Public Services:** Administration is responsible for delivering essential services such as education, healthcare, and infrastructure. The efficiency, quality, and accessibility of these services directly affect societal well-being.
- **Service Quality:** The effectiveness of service delivery can impact public perception of the government. High-quality services enhance trust and satisfaction, while deficiencies can lead to dissatisfaction and protests.



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

3. Social Equity and Justice

- **Equitable Distribution:** Administration must ensure fair distribution of resources and opportunities to various segments of society, addressing inequalities based on caste, religion, gender, and socio-economic status.
- **Welfare Programs:** Social welfare schemes, such as those for the poor, marginalized communities, and vulnerable groups, aim to promote social justice and improve living standards.

4. Bureaucratic Efficiency

- **Administrative Processes:** Efficient and transparent administrative processes contribute to better service delivery and societal trust. Bureaucratic inefficiencies can hinder development and exacerbate social problems.
- **Reforms and Innovations:** Regular reforms and innovations in administrative processes are necessary to adapt to changing societal needs and technological advancements.

5. Governance and Accountability

- **Transparency:** Administrative transparency helps in building public trust and ensuring that governmental actions are accountable. Tools like the Right to Information (RTI) Act empower citizens to seek information and hold authorities accountable.
- **Corruption and Mismanagement:** Addressing corruption and ensuring proper management of public resources are critical for maintaining societal confidence in the administration.

6. Public Participation and Civil Society

- **Engagement:** Active engagement with civil society organizations (CSOs) and non-governmental organizations (NGOs) helps address societal issues and implement programs more effectively.
- **Advocacy and Activism:** Civil society plays a crucial role in advocating for policy changes and reforms, influencing public administration through activism and advocacy.

7. Cultural Sensitivity

- **Cultural Context:** Administrators must be sensitive to the diverse cultural, linguistic, and religious contexts of Indian society. Policies and services need to be adapted to reflect this diversity and respect cultural differences.
- **Community Relations:** Building strong relationships with local communities helps in understanding their specific needs and ensuring that administrative actions are well-received.

8. Economic Development

- **Growth and Development:** Effective administration promotes economic growth and development, which in turn influences societal progress. Programs aimed at improving infrastructure, industrial growth, and employment opportunities contribute to overall societal well-being.
- **Redistribution:** Addressing economic disparities through targeted programs and policies is essential for reducing inequality and ensuring balanced development.

9. Crisis Management

- **Emergency Response:** Administration must effectively manage crises, such as natural disasters, pandemics, and security threats. The ability to respond promptly and efficiently impacts societal resilience and recovery.
- **Preparedness:** Developing and implementing emergency preparedness plans helps in minimizing the impact of crises on society.

10. Social Change and Development

- **Adaptation:** Public administration must adapt to changing societal trends and needs, including urbanization, demographic shifts, and evolving social values.
- **Innovation:** Embracing innovation in governance and service delivery can drive social progress and meet emerging challenges effectively.



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



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

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 headed 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 has four major responsibilities- as a revenue officer, as a returning officer, as a 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's 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 the developmental process and to make the rural population an



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

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 73rd 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 11th schedule of constitution which come under the jurisdiction of panchayat.

Staff functions, 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 wholeheartedly 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.

JILA SARKAR

Jila Sarkar refers to a local administrative system in districts. The term "Jila" means district, and "Sarkar" translates to government or administration. Therefore, Jila Sarkar broadly denotes the administrative apparatus and governance structure at the district level.

Key Aspects of Jila Sarkar:

- **District Administration:** The Jila Sarkar is responsible for the administration of the district, which includes implementing government policies, managing public services, and overseeing developmental activities.
- **Administrative Structure:** The district administration typically consists of several key officials:
 - **District Collector (or District Magistrate):** The chief administrative officer of the district, responsible for revenue collection, law and order, and overseeing the implementation of government schemes.
 - **Additional District Magistrates:** Assist the District Collector in various administrative functions.
 - **Sub-Divisional Officers (SDOs):** Handle the administration at the sub-divisional level within the district.
 - **Functions and Responsibilities:**
 - **Revenue Collection:** Managing land records, collecting taxes, and ensuring proper land use.



- **Law and Order:** Maintaining peace and ensuring the enforcement of laws.
- **Developmental Work:** Implementing government schemes related to education, health, infrastructure, and rural development.
- **Disaster Management:** Coordinating response to natural calamities and emergencies.

Public Engagement: The Jila Sarkar is involved in engaging with local communities, addressing their grievances, and ensuring that government schemes are effectively delivered to the grassroots level.

Panchayati Raj Institutions (PRIs)

- Panchayati Raj Institutions (PRIs) refer to the **system of 'Rural Local Self-Governance'** in India i.e. a system of governance of Rural Areas through the representatives elected by the people.
- They have been established in all States as the **third tier of government**, aiming to build **democracy at the grassroots level**.
- This system ensures that local populations participate directly in the decision-making process, enhancing the **effectiveness and accountability of rural development initiatives**.

What is Panchayat?

- The term "Panchayat" refers to a form of **local self-government in rural India**.
- The term is derived from the Sanskrit words "**Pancha**" (five) and "**Ayat**" (assembly).
- Traditionally, it signifies a council of five elders chosen by the community to settle disputes and oversee local affairs.
- In contemporary India, the Panchayat system has evolved into a structured and institutionalized framework aimed at promoting decentralization and participatory democracy at the grassroots level.

Objectives of Panchayati Raj Institutions (PRIs)

Panchayati Raj Institutions (PRIs) aim to enhance local governance and empower rural communities in India. Their objectives include:

- **To Decentralize Power** – Transfer decision-making authority to the grassroots level to promote local self-governance.
- **To Encourage Inclusive Participation** – Foster engagement of local populations in governance, ensuring their active involvement in decision-making processes.
- **To Empower Marginalized Groups** – Ensure political representation of Scheduled Castes, Scheduled Tribes, and women by reserving seats for them in local governance.
- **To Improve Service Delivery** – Enhance the efficiency and effectiveness of public service delivery and development programs by making governance more accessible.
- **To Promote Economic Development** – Facilitate local economic growth through community-driven planning and implementation of development initiatives.
- **To Address Social Justice** – Tailor welfare schemes and development projects to meet the specific needs of local communities, promoting equity.
- **To Enhance Transparency and Accountability** – Increase transparency and accountability in governance by involving local communities in oversight of public works and services.
- **To Nurture Local Leadership** – Develop local leaders by empowering them with administrative and managerial roles in governance.
- **To Mobilize Community Resources** – Encourage the collective use of community resources for development, fostering self-reliance.



- **To Strengthen Grassroots Democracy** – Transform representative democracy into a more participatory form, aligning governance with the aspirations of the local populace.

Constitutional Provisions Regarding PRIs

The original constitution contained a **Directive Principle of State Policy (DPSP) in the form of Article 40**, which directs the State to 'organize village panchayats and endow them necessary powers and authorities'. Later, the **73rd Constitutional Amendment Act, 1992**, which gave the constitutional status to the PRIs, added detailed constitutional provisions regarding the PRIs. The same is discussed in detail in the sections that follow:

Part IX of Constitution

- The **73rd Constitutional Amendment Act of 1992** added a new **Part IX** to the Constitution of India, entitled '**The Panchayats**'
- Part IX of the Constitution consists of **Articles 243 to 243-0**, which provides for various provisions regarding the Panchayati Raj Institutions (PRIs).

Eleventh Schedule (11th Schedule) to Constitution

- The **73rd Constitutional Amendment Act of 1992** has also added a new **Eleventh Schedule (11th Schedule)** to the Indian Constitution.
- This **Eleventh Schedule (11th Schedule)** outlines the powers, authority, and responsibilities of Panchayats.
- It contains a comprehensive list of **29 functions that have been devolved to Panchayats** to enable them to govern and manage a variety of local issues effectively.

Evolution of Panchayati Raj Institutions (PRIs)

- The history of the genesis and evolution of the Panchayati Raj Institutions (PRIs) in India goes back to the year 1957.
- From time to time, various Committees were appointed on the subject, which gave their own recommendations.
- The **first such committee** was the **Balwantrai Mehta Committee**, appointed by the Government of India in **1957**.
- Based on the recommendations of the Balwantrai Mehta Committee, **most of the states in India established PRIs by the mid-1960s**.
 - **Rajasthan** was the **first state in India to establish PRIs** in the year 1959.
 - **Andhra Pradesh** was the **second state in India to establish PRIs** in the same year 1959.
- However, the PRIs so established by different states **did not have a uniform structure**.
- Finally, the **73rd Constitutional Amendment Act, 1992** was passed by the Parliament, which **gave the PRIs the constitutional status** as well as a **uniformity of structure throughout the country**.
 - This **brought the states under constitutional obligation** to adopt the new panchayati raj systems in accordance with and as per the structure provided by the provisions of the Act.

Constitutionalisation of PRIs

- Based on the recommendations of various committees, the Parliament enacted the **73rd Constitutional Amendment Act, 1992**, which gave the Panchayati Raj Institutions (PRIs) in India constitutional status.
- The **73rd Constitutional Amendment Act of 1992 added various provisions regarding the Panchayati Raj Institutions (PRIs) in the Constitution**.
 - Important provisions regarding the PRIs are discussed in detail in the sections that follow.

Features of the 73rd Constitutional Amendment Act 1992



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

The salient features of the 73rd Constitutional Amendment Act of 1992 are as follows:

- **Gram Sabha** – The Act provides for a Gram Sabha as the foundation of the Panchayati Raj system.
- **Three-tier System** – The Act provides for a three-tier system of Panchayati Raj in every State.
- **Election of Chairperson and Members** – The Act provides detailed provisions regarding the election of Chairperson and Members of Panchayats at every level.
- **Reservation of Seats** – The Act makes provisions for the **reservation of seats for Scheduled Castes, Scheduled Tribes, Women, and OBCs in every Panchayat.**
- **Duration of Panchayats** – The Act provides for a **five-year term of office to the Panchayat at every level** from the date of its first meeting.
- **Disqualifications of Members of Panchayats** – It details conditions regarding disqualifications of members of panchayats.
- **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.
- **Finances of Panchayats** – The State Legislature may authorize a Panchayat to **levy, collect, and appropriate taxes, duties, tolls, and fees.**
- **Audit of Accounts** – The State Legislature may make provisions with respect to the maintenance of accounts by the Panchayats and the auditing of such accounts.
- **Application to Union Territories** – The provisions of the Panchayats are applicable to the Union Territories. But, the President may direct that they would apply to a Union Territory subject to such exceptions and modifications as he/she may specify.
- **Exempted States and Areas** – The Act **does not apply** to the States of Nagaland, Meghalaya, Mizoram, and certain other areas. However, the Parliament may extend the provisions of this Part IX to the Scheduled Areas and Tribal Areas subject to such exceptions and modifications as it may specify.
- **Bar to Interference by Courts in Electoral Matters** – The Act bars the interference by courts 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 can not 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.
- **Compulsory and Voluntary Provisions** – The provisions of the Act can be grouped into 2 categories:
 - **Compulsory Provisions** – Compulsory provisions, also called obligatory or mandatory provisions, are those that must be included in State laws necessarily.
 - Key compulsory provisions include the constitution of panchayats at all three levels, direct elections to all seats in panchayats, 21 years to be the minimum age for contesting elections, the organization of Gram Sabha, the reservation of seats for SCs, STs, and women, etc.
 - **Voluntary Provisions** – Voluntary provisions, also called discretionary or optional provisions, are those that may be adopted by States at their discretion based on their specific needs, local conditions, and administrative feasibility.
 - Key voluntary provisions include the devolution of additional powers and responsibilities upon Panchayats, greater financial autonomy to Panchayats, giving representation to MPs, and MLAs in different levels of Panchayats in their constituencies, etc.

**Comprehensive Table on Panchayati Raj Institutions (PRIs) in India**

CATEGORY	KEY DETAILS
Definition	System of rural local self-government through elected representatives at village, block, and district levels.
Origin	Recommended by Balwantrai Mehta Committee (1957); Rajasthan first to implement in 1959.
Constitutional Backing	73rd Constitutional Amendment Act, 1992 – Added Part IX (Articles 243–243-O) and Eleventh Schedule.
Directive Principle	Article 40 – State to organize Village Panchayats.
Structure	Three-tier system: Village (Gram Panchayat), Intermediate (Panchayat Samiti), District (Zila Parishad).
Gram Sabha	Foundation of PRI – General assembly of the village.
Objectives	Decentralization, participatory democracy, empowerment of SC/ST/Women, efficient service delivery, local economic development, transparency, and local leadership.
Reservation of Seats	Mandatory for SCs, STs, and women (minimum 33%), and optionally OBCs.
Tenure	5 years for each Panchayat from its first meeting.
Elections	Direct elections to all members; Chairpersons elected as per state law.
Powers & Functions	States may assign powers to enable PRIs to function as self-governments; 29 subjects listed in the 11th Schedule.
Finances	Power to levy taxes, duties, tolls; State Finance Commissions recommend fund allocation.
Audit	States to ensure proper maintenance and audit of PRI accounts.
Applicable Areas	All states and UTs except Nagaland, Meghalaya, Mizoram, and certain Scheduled and Tribal areas (unless Parliament extends).
Judicial Protection	Courts cannot interfere in Panchayat elections; election disputes settled as per state laws.
Types of Provisions in the Act	Compulsory: e.g., 3-tier system, direct elections, reservations, Gram Sabha. Voluntary: e.g., devolution of additional powers, financial autonomy, MP/MLA involvement.

Gram Sarkar

Gram Sarkar (meaning "village government") is a grassroots, village-level governance mechanism in India. It's not a formal constitutional body but is often introduced by state governments to encourage participatory governance and involve villagers in local development activities.



Key Points:

- Purpose: To empower villagers by involving them directly in decision-making, local planning, and implementation of development programs.
- Structure: Usually includes all adult members of the village, sometimes with smaller groups or committees to handle specific issues.
- Status: Not a constitutional body. It functions alongside or under the Gram Sabha and Gram Panchayat systems as an informal or supplementary institution.
- Role: Encourages community involvement, monitors local development projects, ensures proper delivery of government schemes, and increases transparency.

Background & Use in India:

- Maharashtra implemented a notable Gram Sarkar initiative in the early 2000s to decentralize planning and promote local leadership.
- Tripura and West Bengal have also had similar models, though the structure and name may vary.
- While helpful in promoting democratic engagement, these bodies depend heavily on state policy and local political will, and are not uniformly applied across India.

Difference from Gram Sabha:

- Gram Sabha is a constitutional body under the 73rd Amendment (Panchayati Raj Act), required by law.
- Gram Sarkar is a state-level innovation or initiative, more informal and flexible.

Lokpal and Lokayukta

- Lokpal and Lokayukta are institutions established in India to combat corruption in public life. They serve as anti-corruption ombudsmen for the central and state governments respectively. Here's a detailed overview:

1. Origin and Background

- The idea of establishing a Lokpal (at the Centre) and Lokayuktas (in the states) was first proposed by the Administrative Reforms Commission (ARC) headed by Morarji Desai in 1966. The ARC recommended the creation of these institutions to investigate complaints of corruption against public functionaries.
- The concept was inspired by the Scandinavian Ombudsman system, particularly the **Swedish** model, which acts as a check on the government and public officials.
- Despite several attempts, the Lokpal Bill was introduced and lapsed multiple times in Parliament from 1968 onwards.
- Public pressure gained momentum with the India Against Corruption Movement led by Anna Hazare in 2011. This led to the eventual passage of the Lokpal and Lokayuktas Act in 2013, which came into effect on January 16, 2014.

2. Lokpal

Definition and Purpose:

- Lokpal is an independent statutory body that investigates complaints of corruption against public officials, including the Prime Minister, Ministers, Members of Parliament, and bureaucrats.



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

Composition:

- A Chairperson, who can be a former Chief Justice of India, a former Judge of the Supreme Court, or an eminent person with impeccable integrity and expertise.
- Up to 8 members, 50% of whom must be judicial members.
- At least 50% of members should belong to SCs, STs, OBCs, minorities, or women.

Appointment:

- Appointed by the President on the recommendation of a Selection Committee consisting of:
 - Prime Minister (Chairperson)
 - Speaker of the Lok Sabha
 - Leader of the Opposition in the Lok Sabha
 - Chief Justice of India or a sitting Supreme Court judge
 - An eminent jurist nominated by the President

Powers and Functions:

- Inquire into allegations of corruption against public functionaries.
- Power to conduct preliminary inquiry and full investigation.
- Can prosecute cases in special courts.
- Has powers of search, seizure, summoning, etc., similar to a civil court.

3. Lokayukta

Definition and Purpose:

- Lokayukta is the state-level counterpart of Lokpal. It deals with complaints of corruption against state public servants, including the Chief Minister, Ministers, and civil servants.

Creation:

- Every state is required to establish a Lokayukta under the Lokpal and Lokayuktas Act, 2013.
- However, each state has the discretion to determine the structure, powers, and appointment process of Lokayuktas through its own legislation.

Variations:

- Some states, like Maharashtra and Karnataka, had Lokayuktas even before the 2013 Act.
- Not all states have a fully functional Lokayukta yet.
- Powers and effectiveness vary significantly across states.

4. Limitations and Challenges

- Lokpal was appointed only in 2019, five years after the law was enacted.
- States' response is uneven; many still lack effective Lokayuktas.
- The Lokpal's independence is questioned, as the government has influence in appointments.
- Overlapping jurisdictions with CBI, CVC, and judiciary.

5. Significance

- Establishes an institutional mechanism to check corruption.
- Creates accountability for those in high positions.
- Gives citizens a legal route to report corruption.
- Strengthens transparency and good governance.

Conclusion

Lokpal and Lokayuktas are important steps in India's journey toward combating corruption in public life. While the law provides a framework, its real impact depends on political will, institutional capacity, and public awareness. Strengthening these bodies, ensuring autonomy, and promoting quick action are essential for them to fulfill their purpose effectively.



Administration and Backward Society

In India, "backward society" often refers to communities or regions that have been historically marginalized in terms of:

- Social hierarchy (e.g., caste system)
- Economic development
- Access to education and healthcare
- Political representation

These include:

- Scheduled Castes (SC)
- Scheduled Tribes (ST)
- Other Backward Classes (OBC)
- Certain rural or tribal areas lacking infrastructure

◆ 2. Role of Administration

The Indian administration—from the central to panchayat (village) level—has a critical role in uplifting backward sections. This includes:

a. Policy Implementation

- Reservation system in education, jobs, and politics
- Schemes like MGNREGA, PM Awas Yojana, Ayushman Bharat, etc.
- Education drives: Mid-day meals, Right to Education (RTE)
- Skill development and rural employment missions

b. Infrastructure Development

- Roads, electricity, schools, and healthcare centers in underdeveloped regions
- Digital India initiatives for rural connectivity

c. Social Welfare Programs

- Subsidies for housing, healthcare, food
- Self-help groups, microfinance for women and rural poor

◆ 3. Challenges Faced by Administration

- Corruption and bureaucratic inefficiency
- Poor monitoring and leakages in welfare schemes
- Politicization of caste-based policies
- Resistance to reform from vested interests
- Digital divide and lack of awareness in rural areas

◆ 4. Positive Impacts

- Increased literacy and school enrollment among SC/ST/OBC communities
- Higher political participation through reservation in local governance (Panchayati Raj)
- Growing urban migration for jobs and education
- Rise in Dalit and tribal leadership in politics, activism, and academia



◆ 5. Continuing Issues

- Caste-based discrimination in many parts of rural India
- Untouchability practices still present in some areas
- Lack of access to quality education and healthcare in tribal belts
- Manual scavenging and bonded labor still exist despite bans

◆ 6. Way Forward

- Administrative reforms: Transparency, accountability, digitization
- Empowerment through education
- Community participation in local governance
- Stronger grievance redressal mechanisms
- Focus on inclusive development: bridging the rural-urban divide

INFLUENCE OF CASTES, CLASS AND CREED PREJUDICES OVER ADMINISTRATION

The influence of caste, class, and creed prejudices over Indian administration has been significant and multifaceted. These social prejudices impact various aspects of governance, policy implementation, and public administration in India.

Caste System: The caste system, a traditional social hierarchy in India, continues to influence public administration despite legal measures and reforms aimed at reducing caste-based discrimination. Lower-caste communities, often referred to as Scheduled Castes (SCs) and Scheduled Tribes (STs), have historically faced systemic exclusion and marginalization. In administration, this has led to disparities in opportunities and representation. Although affirmative action policies, such as reservations in education and employment, aim to address these inequalities, caste-based biases can still affect bureaucratic practices and decision-making processes. This influence manifests in areas such as recruitment, promotions, and the implementation of welfare programs, where biases may impact the effectiveness and fairness of service delivery.

Class Divides: Class divides in Indian society, reflecting economic inequalities, also affect public administration. Economic disparities between different classes influence access to resources, quality of public services, and opportunities for social mobility. Administrative policies and programs often need to address the needs of various socio-economic classes, but the effectiveness can be hampered by class biases. For instance, policies designed to aid economically disadvantaged groups might be less effectively implemented if administrative officials are not sensitized to the specific needs and challenges faced by these groups. Additionally, class prejudices can impact the allocation of resources and the prioritization of development projects.

Creed and Religious Prejudices: Religious identity and prejudices related to creed can also influence Indian administration. India is a diverse country with multiple religions and belief systems, and religious biases can



BAJMC I Year Subject: - PUBLIC ADMINISTRATION, SOCIETY AND MEDIA

affect administrative processes and policy decisions. Issues such as minority rights, religious freedom, and the equitable distribution of resources can become contentious when influenced by religious prejudices.

Administrative practices and decisions might sometimes reflect the biases of those in power, leading to unequal treatment of different religious communities. This can impact the effectiveness of policies aimed at promoting social harmony and ensuring equal opportunities for all citizens.

Overall Impact: The combined impact of caste, class, and creed prejudices can undermine the principles of fairness and equality in public administration. These biases can lead to unequal access to resources, opportunities, and services, affecting the overall effectiveness and credibility of the administrative system. Efforts to address these issues include legal reforms, affirmative action policies, and initiatives aimed at promoting social justice and inclusivity. However, achieving a fully equitable administrative system requires continuous efforts to address underlying prejudices and ensure that all individuals are treated fairly and justly, regardless of their caste, class, or creed.

ASSIGNMENT QUESTIONS

- Q.1. Assess the effectiveness of administrative tribunals in India in addressing grievances against public administration. What improvements could be made to enhance their functionality?
- Q.2. What is the significance of administrative tribunals in Indian governance?
- Q.3. What are the powers and functions of the Lokpal and Lokayukta?
- Q.4. What are the functions assigned to Panchayati Raj Institutions under the Eleventh Schedule?
- Q.5. Discuss the major functional areas of administration in a modern state.