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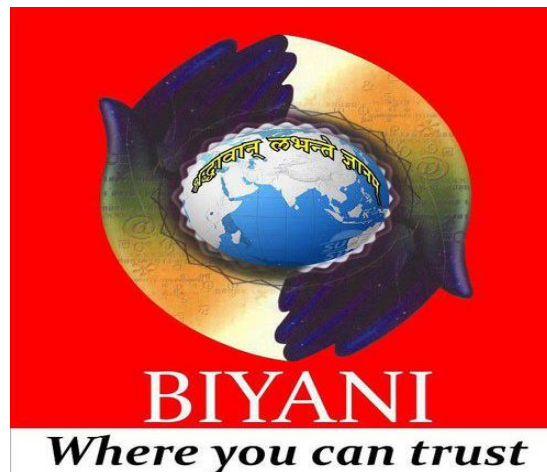
Concept based notes

ELEMENTS OF PUBLIC ADMINISTRATION

(BA part 1)

(Paper 1)

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I am glad to present this book, especially designed to serve the needs of the students. The book has been written keeping in mind the general weakness in understanding the fundamental concept of the topic. The book is self-explanatory and adopts the “Teach Yourself” style. It is based on question-answer pattern. The language of book is quite easy and understandable based on scientific approach.

Any further improvement in the contents of the book by making corrections, omission and inclusion is keen to be achieved based on suggestions from the reader for which the author shall be obliged.

I acknowledge special thanks to Mr. Rajeev Biyani, *Chairman* & Dr. Sanjay Biyani, *and Director (Acad.)* Biyani Group of Colleges, who is the backbone and main concept provider and also have been constant source of motivation throughout this endeavor. We also extend our thanks to Biyani Shikshan Samiti, Jaipur, who played an active role in co-ordinating the various stages of this endeavor and spearheaded the publishing work.

I look forward to receiving valuable suggestions from professors of various educational institutions, other faculty members and the students for improvement of the quality of the book. The reader may feel free to send in their comments and suggestions to the under mentioned address.

**Author**

Syllabus

B.A. Part-I

**Elements of public administration**

Section-A

Section-B

Section-C



**Section: A**  
**SHORT QUESTION ANSWERS-**

**Q1. What do you mean by administration?**

Ans. The word administration is derived from the Latin word Administrate which means to look after people it is a process of management which is practiced by all kinds of activity found in both public and business affairs.

**Q2 what is public administration?**

Ans Public Administration can be defined as the organisation and management of human and material resources to fulfill the objectives lay down by the government.

**Q3. Difference between public and private administration?**

Ans Public Administration means activities related to the central state and local government is called public administration it is service oriented where as private administration is related to club and Association, company or a factory is called private administration. It is profit oriented.

**Q4. What is the scope of public administration?**

Ans According to this view this scope of Public Administration is limited to the techniques of Management, it is the managerial view about this scope of Administration postulates that Administration is the organization and use of man and materials in the pursuit of common objectives.

**Q5. Who subscribe the integral view about the scope of public administration?**

Ans Henry Fayol and LD white seems to share the integral view.

**Q6. Who let the foundation for systematic study for public administration?**

Ans. Woodrow Wilson contribution the study of Administration published in Political Science quarterly in 1887 laid the foundation for a systematic study of public administration.

**Q7. Mention the timeline of the stages of evolution of public administration.**

Ans. Stage I 1887 to 1926 Politics administration dichotomy  
Stage II 1927 to 1937 Search for Universal principles  
Stage III 1938 to 1947 The humanistic challenge  
Stage IV 1948 to 1970 Focus of interdisciplinary studies  
Stage V 1971 to 1980 New Public Administration  
Stage VI 1981 onwards reinventing public administration in the market era

**Q 8 Why public administration is called as social science?**

Ans. Public administration deals with certain aspects of human society. To the extent to which the administration deals with public, public administration can be called as social science.

**Q9. Distinguish between Political Science and Public administration?**

Ans Political science is concerned with political processes like election, legislation etc. while public administration is concerned with administrative processes relating to execution of policy.

**Q10. What are the important areas of public administration?**

Ans Important areas of public administration are

- community development,
- sustainability and environmental management
- leadership
- crisis management
- public safety

**Q11. Who is known as the father of public administration? Name his two books.**

Ans Woodrow Wilson is the father of public administration. His two books are,

- A. The study of public administration to congressional government,
- B. A study in American politics.

**Q12. Name the approaches to the study of public administration?**

Ans. The approaches to the study of public administration are-

- a. Historical approach
- b. Legal approach
- c. Free case method approach
- d. Institutional approach
- e. System approach
- f. Structural functional approach
- g. Behavioural approach
- h. Comparative public administration approach
- i. Development approach
- j. Public policy approach
- k. Quantitative approach

**Q13. What is the public policy approach? Who formulated it first?**

Ans The concept of policy approach was first formulated by **Herald Laswell** in a paper called **the policy orientation** in 1951. The public policy approach aims at improving public policy process. It is a systematic and scientific study of public policy

## ESSAY TYPE QUESTION ANSWERS-

### Q1. What is the importance of public administration in a modern state?

Ans The following points highlight the importance of public administration in a modern state-

1. **Public administration – a government in action-** the activities of government are almost in variable important and their for the public administration for their accomplishments government has directly and indirectly become a principal innovator determiner of social and economic priorities the guide as well as the guardian of social values the capital list and entrepreneur or subsidizers and guarantee of most new enterprise.
2. **The stabilizing rule of public administration in society-** Professor Paul beggars of Massachusetts Institute of Technology fields that a primary function of Public Administration is that of stabilizing social institution administrators are there for stabilization of society and the Guardians of tradition.
3. **The role of public administration in social change-** Advocated that the chief function of public administration should be to facilitate social change public administration is an integral part of the development process and has a significant role to play in the national development and social change. It is responsible for ending social inequalities and providing Social justice to the vehicle sections of society it is a great instrument in the spread of education, ending untouchability, providing social status to each and every one.
4. **Public administration as the key to modern society -** According to Charles A beard the modern society is a great society. It consist of many different groups we went together in a complicated process of production. Every enterprise as well as the great society itself rest upon administration.
5. **As a mechanism for promoting culture of the society -** Public administration is an important mechanism for preserving and promoting the culture of the society the ideals and values of a state may be very high but the impact of these values upon the life of the people could be bang only by the way the values of put into actual practice .Thus public administration becomes a vital social process charged with the implementation of great objectives and values.
6. **4th branch of government -**With increasing social complexity and States increasing concern for social regulation radical change has taken place in nature and volume of states functions. The area of laissez faire state and welfare state has emerged this and has the role of public administration and gave the separate status to public administration as 4th branch of government along with the Legislature the executive and the judicial.
7. **Increasing role of public administration in policy making-** In modern democracy the role of public Bureaucracy in policy making is changing gradually public administration

and its vital role in policy making policy process and solution dividing the major policies into sub policy and suggesting modifications in the existing policies. As Bashir observed indeed policy making is the chief aspect of the administrator's job.

8. **Public administration – as an agency for development**-- Public administration is considered as important mechanism in this development process government uses its administrative machinery to achieve National Development asked by formulating, organizing and implementing large scale action program.

**Conclusion-** The role of public administration in the life of the people has become more important as a result of the technology inventions and the emergence of post Industrial society today public administration has become machinery for National progress and advancement.

## **Q2. What is the classical approach to the study of public administration?**

Ans: Luther Gullick and Lyndall Urwick have made a significant contribution to the study of classical theory of Administration and formulating general principles of Administration and Organisation, they formulated Universal principles of organization these formulations are popularly called classical theory of organization. These theories are based on some principles and experience of an administrator this approach can be described in different ways such as- scientific management, the bureaucratic theory, the formal organization theory.

- **Scientific management theory given by FW Taylor** that is Fredrick Winslow Taylor is also known as father of scientific management he believe that the principle of best management is it true science is applicable to all kinds of human activities the fundamental contribution of scientific management movement was the application of scientific method to discover new knowledge it is a method of controlled experimentation with well-defined steps a new system consisting of three parts of work through Time study to set the rate or standard be a differential rate system of fees work see paying man and not position
- **Principles of scientific management-** Taylor gave 4 principles of scientific management he advocated in the interest of societal prosperity close collaboration and deliberate Corporation between the workman and the management four principles are-
  1. the development of true science
  2. the scientific selection of the workman
  3. the scientific education and development of workmen
  4. Intimate and Friendly Corporation between the management and the men.
- **The Bureaucratic theory:**

The Bureaucracy explains in terms of power and influence of heads or the word in a group or body of Administrative officials Max weber describe the characteristics of Bureaucracy in administration and some of them are-

- 1 There is a clear or definite hierarchy of offices.



- 2 The function of offices are clearly specified
- 3 Officials are appointed on the basis of contract for they are selected on the basis of professional qualification
- 4 They are paid salaries which are graded according to their position in the hierarchy
- 5 They are promoted either by seniority of merit and as per the decision of the superiors
- 6 the official is subjected to a unified control and a system of discipline.

Bureaucracy helps to maintain discipline, streakiness continuity etc. But the criticism is that it is less flexible and dominated by unified control. Its focus is on means but not on end. Human freedom of expression is ignored.

- **The formal organization theory** -This is also known as mechanistic theory or the structural theory. The focus is on organization. The emphasis is laid on task, authority, control etc. Based on this approach Luther Gullick, and Henry Fayol MP follet and others explain that administration is administration regardless of the kind of work been on the taken or the construct within which the work is performed the people who work in the organization are expected to follow the plan and principles but criticism of this approved is that organization is viewed as a machine and people who work are expected to work to meet the requirements of preset plan. The opinions of human beings are not given importance and the emphasis is lead on the amount of work to be done which is decided by the top management conclusion the classical theory explain an organization as a closed system. The advantage is it sees to the completion of task that are planned, without giving importance to human or individual differences based on principles of scientific work performance.

**Q3. Describe human relations approach or humanistic approach?**

Ans. American psychologist Elton Mayo introduced the concept of human relations. The term human relations refers to the relation between the employees and the employee of relations which are not regulated by the legal norms, but by moral and psychological factors the human approach lays emphasis on people and their motivation it believes in analyzing the multidimensional nature of the human beings and their interactions, to understand the working of formal organizations in his experiments Elton Mayo concentrated his attention on the behavior of the workers and their capacity Elton Mayo conducted many experiments to study the effect of human relation on work productivity ,also try to establish cause and effect relationship between physical work and environment wellbeing on one hand and productivity of worker on the other. The contribution of Mayo of two administrative organizations has been a great innovation of the Modern Times she did and attempt to understand the problems of industrial labor from an angle different from traditional approach of scientific management are

Human Relations Theory focuses specifically on the individual's needs and resultant behaviours of individuals and groups. It takes an interpersonal approach to managing human beings. It

presents the organization is made up of formal and informal elements. The formal elements of an organization are its structure. The informal aspects of the organization include the interactions between individuals. In this way, the organization is a type of social system.

This system should be managed to create individual job satisfaction and the resultant motivation of the individual.

Notably, much emphasis is placed on how individuals interact within groups and the result group behaviour and performance.

### **Elements of Human Relations Theory**

At the core of human relations theory are these six basic propositions:

- A focus on people, rather than upon machines or economics
- The organizational environment is not an organized social context
- Human relations are important in motivating people
- Motivation depends upon teamwork, requiring co-ordination and cooperation of individuals involved.
- Human relations within teams must fulfil both individual and organizational objectives simultaneously
- Individuals and organizations desire efficiency by achieving maximum results with minimum inputs

Also, central to the understanding of Human Relations theory is the concept of individual motivation. The drawback of this theory is that it requires the acceptance of numerous assumptions about human behavior.

#### Primary Contributors to Human Relations Theory-

- **Elton Mayo** - Mayo is best known for his contribution to human relationships management through the Hawthorne experiments.
- **Mary Parker Follet** - Follet employed psychological tools to understand the efficient use of people. She introduced the concept of de-personalized authority and responsibility. She also advocated for the integration of decision making through communication channels.

#### The Hawthorne Experiments-

Professor Elton Mayo is known as the Father of the Human Relations Approach to Management Theory. From 1924 - 1932, he, along with Fritz Roethlisberger, T.N. Whitehead and William Dickson, conducted the Hawthorne studies (so named for the location of the studies - the Hawthorne Plant of Western Electric Company).

In these experiments, Mayo evaluated the attitudes and psychological reactions of workers in on-the-job situations. It began by examining the impact of illumination levels on worker productivity. Eventually, the study was extended through the early 1930s and addressed a broader range of workplace conditions.

The results, however, identified a unique identifier of group performance - attention. The control and experimental groups' performance improved irrespective of the environmental conditions.

The theory became known as the Hawthorne Effect - individuals perform better when given special attention. The study also addresses other major concerns, such as: individual vs group job performance, worker motivation, and production standards.

The findings were as follows:

- Group dynamics (Social Factors) are important determinants of job performance and output.
- Groups have their own norms and beliefs, independent of the individual members.
- Individuals are not solely motivated by compensation. Perceived meaning and importance of ones work are the primary determinants of output.
- Employees prefer a cooperative attitude from superiors, rather than command and control.
- Communication between management and employees is essential to understand employee issues.
- Workplace culture sets production standards - despite standards set by managers.

The work of Mayo, through the Hawthorne studies, was instrumental in understanding the roles of group behavior and individual psychology in management practice.

Professor Mary Parker Follet-

Follet research classical management principles in the context of human elements. She employed psychology to understand employee interactions and to promote the efficient use of people in the organization.

In her collective works, *Dynamic Administration*, Follet used psychology to explore various aspects of the organizational environment:

- Workers must participate in the decision-making process through defined communication channels.
- Employees prefer to be integrated into the decision-making process rather than subject to the command and control of managers.
- Working in groups is generally more productive than working individually.
- Authority and order in an organization should be de-personalized. The facts of a situation determine the basis of authority and responsibility.

- Managers must integrate employee input in the resolution of conflicts that provide a benefit to all interested parties.
- Integration between departments or groups within the organization is preferable.

#### Q4. Explain the Evolution of Public Administration as a study?

**Ans:** As an aspect of governmental activity, Public Administration is very old as much as human history (civilization). In European languages, the term Public Administration began to creep in during the seventeenth century to separate the absolute monarch's administration of public affairs from the management of his private household.

This was a period when the church was separated from the state and government was superimposed on all other societal institutions within a definite territory. In contemporary societies there are some activities like maintenance of law and order, and security carried out in the interest of the citizens.

**Public Administration** is the means through which such tasks are undertaken.

At the present stage of civilization, Public Administration as governmental activity has proven to be indispensable in the conduct of human affairs. Besides maintenance of law and order, revenue collection and security functions, it operationalizes a vast array of public laws, provides public services like post and telegraphs and transport facilities in cities and towns, and is the main instrument of socioeconomic transformation in modern societies.

#### **Evolution of Public Administration as a Discipline**

Public Administration as an academic discipline is a little over a hundred years old and hence one of the younger social sciences.

It is only during the last half-century—or so it seems—that much academic attention has been given to administrative activity that dates back to the beginnings of civilization.

Its developmental phase began to take shape in the USA towards the end of the nineteenth century.

The evolution of Public Administration as an academic discipline falls into a number of periodical stages.

We'll be taking a close look at these periods in the following discussion, with special emphasis on the United States of America.

## **1. The first stage: Wilsonian politics-administration dichotomy**

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The symbolic beginning of **Public Administration as an academic discipline**, can be traced back to the seminal essay authored by Woodrow Wilson, published in the Political Science Quarterly in 1887.

In this essay, entitled “The Study of Administration”, Wilson had introduced the doctrine of politics-administration dichotomy by making a distinction between political activity and administrative activity.

- He referred to **Public Administration** as the implementation of public laws which are determined by political officers.
- He treated **Public Administration** as the business and operational side of government removed from the hurry and strife of politics.

Wilson's essay thus laid the foundation for the systematic study of **Public Administration** in the United States of America.

Wilsonian's 1887 essay symbolized the beginning of what was later to be an autonomous academic field of inquiry.

Thus, Wilson is regarded as the founding father of the discipline of Public Administration, Frank J. Goodnow, another eminent author, who endorsed the Wilsonian theme of politics-administration dichotomy in 1900, elaborated further on the theme by conceptually distinguishing the two functions.

According to him, “**Politics** has to do with policies or expressions of the state will,” whereas “**administration** has to do with the execution of these policies.”

Apart from this, the institutional location of these two functions was differentiated.

- The **location of politics** was identified with the legislature and higher levels of the government where major policy decisions were taken.
- The **location of administration** was identified with the executive branch of the governmental and the bureaucracy.

In 1926, Leonard D White wrote *Introduction to the Study of Public Administration*, which was recognized as the first textbook on the subject.

This book, while advocating a politics-administration dichotomy, stressed the human side of administration dealing comprehensively with administration in government.

## 2. The second stage

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The second stage of evolution was heralded by the tendency to reinforce the idea of politics-administration dichotomy and to develop a value-free science of management.

The central belief of this period was that there are certain **principles** of administration which was the task of scholars to discover and advocate. W. F. Willoughby's *Principles of Public Administration* in 1927 was the inauguration of the principle approach.

Other important works of this period stressing this approach were:

- Principles of Organization by James D. Mooney, and Alan C. Riley, Creative Experience by Mary Parker Follett, Henri Fayol's Industrial and General Management and
- Papers on the Science of Public Administration by Luther Gulick and Lyndall Urwick.

In all these works, empirical studies were undertaken to find a scientifically accurate method of organizing human relationships in large-scale organizations 'the one best way' to achieve a desirable level of organizational efficiency and economy.

With the help of scientific management methods, the leaders of Public Administration tried to discover certain principles of Public Administration which could be of universal applicability.

Division of work, specialization, coordination, scalar principle, unity of command and span of control were some of the principles developed by them. Luther Gulick and Lyndal Urwick coined the word **POSDCORB** to promote some of these principle of administration.

**POSDCORB** stands for Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting. These maxims of administration were said to be of universal applicability in all organizations.

### 3. The third stage

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The third stage in the development of the discipline of Public Administration was characterized by the rise of the Human Relations School led Elton Mayo. While the classical writers emphasized the structural aspects of organizations, the Human Relations School focused on the importance of human factor and human relations in organizations. Mayo's famous Hawthorne experiments revealed the powerful influence of social and psychological forces on the work

situations.

These studies also draw attention to the formation of work groups in organizations and the importance of group behaviour to management.

In other words, the work in organizations gets affected by the attitudes, feelings, sentiments, and other social relations of the workers.

Thus the **Human Relations School** led to the discovery of the effect of the informal organization on the formal structure.

### 4. The fourth stage

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In the fourth stage the growth of the study of Public Administration was greatly influenced by the behavioural approach started after World War II. Chester Barnard, Herbert Simon, Robert Dahl, Chris Argyris, Douglas Mc Gregor and Rensis Likert are prominent among the behaviouralists.

In his *Functions of the Executive*, Barnard stressed the behavioural factors in analysis of organizations. However, the behavioural approach was ushered in by the publications of Herbert Simon's *Administrative Behaviour* and Robert Dahl's *The science of Public Administration: Three problems*.

These two writers criticized the core beliefs of the pre-war orthodox Public Administration. They showed its inadequacies and limitations.

Simon argued that Public Administration has not become a science and regarded its *principles* as little more than contradictory proverbs and maxims of folk wisdom. He emphasized decision-making as the central aspect of administration.

He therefore, laid emphasis on logically precise approaches to studying behavior as the best way to develop a sound administrative theory.

Robert Dahl showed reasons why Public Administration could not claim to the status of a science. In his opinion the problems of creating the science of Public Administration were immense because subject matter was involved with values, the social framework, and individual personalities and behaviour.

The other behaviouralist argued for a more humanitarian problem. They have attached great importance not only to the human behaviour in organizations but also to the development of human personalities in the organization.

They have stressed such psychological problems as the need of the employees for recognition, security and ego-satisfaction. Thus, the psychological character of organizations forms the foundations of their theories.

In this new era of behavioural revolution in social sciences Fred W. Riggs concentrated on studying administrative behaviour in other cultures and settings, especially the developing nations.

As a result of these studies new and flourishing sub-fields of development administration and of comparative administration have developed within Public Administration proper.

Thus, the scope of the study of Public Administration has extended to the "*varying historical, sociological, economic and other conditioning factors*".

It has also become interdisciplinary by accepting contributions from sociology, social psychology, anthropology, economics and computer science.

## **5. The fifth stage**

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In the fifth stage, the study of Public Administration and its evolution have been greatly influenced by the developments in computer technology, and the invention of analytical

techniques such PERT (Programme Evaluation and Review Technique), PPBS (Planning Programming Budgeting System) and OR (Operations Research).

As a result of these developments and of the changes occurring in social science there has emerged the concept of **generic administration**.



**Generic administration** refers to the idea that all administration, whether public or private, is essentially the same and utilizes much the same knowledge and processes.

Consequently, 'Management Science' approach to Public Administration has come into vogue.

Academic Programmes have also been developed with the object of training administrators for both public and private sector management.

Exactly at this stage of its development Public Administration was experiencing the crisis of its identity.

## **6. The final stage**

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In the final stage, the study of Public Administration and its evolution has exhibited much interest for public policy analysis.

As governments seek to formulate and implement more and more welfare programmes, policy making and decision making have become the primary areas of study in Public Administration.

Writers in Public Administration have also shown much interest in the related areas of policy sciences, political economy, the public policy making process and its analysis, and the measurement of policy outputs.

By adopting policy analysis approach Public Administration has gained in social relevance and has become realistic. It has also become interdisciplinary.

As an eminent scholar had noted, "the problem of crisis of identity has been resolved with the recognition and acceptance of the field as interdisciplinary and an applied subject".

The social and political upheavals of the 1960s created a general spirit of criticism of the field of Public Administration demanding reform.

In 1968 some young Public Administration academics and practitioners, who gathered at the Minnow brook conference sponsored by Professor Waldo, expressed their views on the state of Public Administration and its future.

The genre of criticism and contributions made by them came to be called the New Public Administration.

To bring this discussion to a close, the brief exploration of the growth and evolution of the study of Public Administration reveals that Public Administration has withstood certain circumstances and stands the test of time.

It has evolved to earn its place as the machinery for policy implementation, decision making, goals and objectives formulation, etc.

Today, it is inter-disciplinary and heterodox and hence its boundaries are vague and indeterminate.

Nevertheless Public Administration today has acquired a more or less standard disciplinary appearance, despite much diversity in its development as a discipline.

#### **Q5 Explain the relationship of Public Administration to Other Social Sciences?**

**Ans:** Social sciences are the systematic studies of various aspects of human actions in society. The Social sciences includes , Anthropology , Economics, and public administration and history.

Since all these disciplines study man in society, they are interdisciplinary fields sharing connection with one another.

**Public administration** is a comprehensive, interdisciplinary approach that draws on knowledge sources across the social sciences. Its increasing interdisciplinary nature implies that it draws upon other social sciences and applies in its study the knowledge, insights, techniques and tools developed by them.

Therefore, it is important that the person who wishes to study Public administration should have some knowledge of other social sciences and its relationship with them. In this study we'll examine Public administration's relationship with Political science, History, Economics, Sociology, Psychology, Law Ethics, and Business Management

## Public Administration and Political Science

Political science is the study of state and systems of government. It is concerned with power, authority and influence. It ensures authoritative allocation of values to the various sections in society.

**Public administration** is very closely, if not indistinguishable, connected with political science. Whereas political science is concerned with government, **public administration** is government in action.

An eminent author had pointedly observed the relationship between the two disciplines in the following word:

“The interface between the two (political science and public administration) becomes clear and vivid if we concur that both deal with the political system (or substantially state) but from different positions: Political science activates and energizes the state: it deals with the input part, while **Public administration** deals with output”.

Being the study of state and government, political science provides the fundamental framework within which public administration functions.

There are many common areas of study which makes Public administration and Political science more of a sister-brother connection.

### Public Administration and History

History is concerned with the study of social progress of mankind — everything mankind has thought, done and achieved. It is the study of the past events, movements, their causes and interrelations.

History supplies valuable materials for the study of Public administration. Its subject-matter includes economic and social developments, religion, intellectual and artistic movements as well as the growth and decline of States, their organizations, functions, achievements and failures.

History is the laboratory of human experiences. All administrative experiences of history are the subject-matter of our experiments. The study of the administrative system of a country would not be complete without a proper glimpse of its historical background.

## Public Administration and Economics

Economics is concerned with that aspects of human behaviour which arises from the scarcity of means to achieve a given end.

Adam Smith definition of economics as the art of managing the resources of the people and of the government clearly brings out the close relationship between Public administration and economics

A variety of areas covered in Public administration are economic based. For instance, the common areas of study include such matters as public finance, (PPBS), economic planning, management of public enterprises — and the like.

The formulation and implementation of government's development plans and policies are to be evaluated in terms of their economic consequences. Thus, economic planning brings Public administration and economics closer. Participation of the state in the economic development is also extensive. In many developing nations economic planning has become a pillar of government's social and economic policies.

There is so much in common between Public administration and economics.

## Public Administration and Sociology

Sociology is broadly defined as the study of human social relationships in totality. It is a discipline that synthesizes political, economic, familial, religious, and other relationships in order to arrive at a complete understanding of man's social life.

**Public administration** deals with management of man's administrative affairs in society and is concerned with the fulfilment of the communal needs such as security of life, health, education, etc.

Prof. Dimock rightly points out the intimate relationship between Public administration and sociology in the following words, "... administration exists in a social setting and the pattern of administration is determined by society; but through sensitive administrative leadership, society itself may be changed. That the administrator is not merely an executive; he is also a social engineer, helping society to fulfil itself".

Through the contributions made by various sociologists, it is realized that Sociology has great influence on Public administration. The distinguished German Sociologist Max Weber made the greatest contribution to the theory of bureaucracy. Besides bureaucracy, such concepts and terms as authority, organization, association, and are often studied in both the disciplines. The relations in administration have drawn much on sociology.

### Relationship of Public Administration to Psychology

Psychology is the study of human behaviour in society while **public administration** is the study of human action.

As a social science, psychology seeks to understand individuals and groups by establishing general principles and researching specific cases. Psychology is the guide of Public Administration while it proceeds to frame a public policy. Action is motivated by a person's psychological behaviour. Thus, psychology and public administration are closely related.

During the 18th and 19th centuries, the administrators did not attach importance to psychology. They considered man to be a rational animal whose behaviour was based on intellect and reason. Later researches, however, proved that psychology has much contribution to make to the study of Public administration. Human behaviour is not as perfectly rational as administrators thought it to be. It is accepted now that man's behaviour is not based on reason alone. Instinct, emotions, imitation, etc., also play a huge role in man's life. Thus, the administrators now adopt psychological outlook towards administration problems.

### Impacts of Psychology on Public administration

1. Benefits from New Psychological Research — Today psychological researches are being conducted, and has prompted the questions:  
How does man behave in certain circumstances?  
How does man act in a group?

The results derived from these researches have benefited public administration which is very much concerned with human behaviour. As administrators are increasingly faced with group activities on daily basis. An administrator has to play the role of a psychologist, otherwise he will prove a flop.

2. **Criminal Reform** — Psychology has abolished the old policy of treating criminals with contempt and has developed a better technique of handling criminals, rather than punishing them severely, so that they may turn out to be better citizens in future.
3. **Psychological Outlook** — It is a universal practice today that administrative system is a part of social system. So, to comprehend administrative problems, the psychological outlook is essential. Emphasis is not only laid on educational qualifications, but also on administrative

### Relationship of Public administration to Law

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Law is a system of rules created for the adjustment and ordering of human relations in the society. **Public administration** is as closely related to law as to political science. It is because of Public administration's close relationship to law, that Public administration is taught in the faculty of law in continental countries like France and Germany and other countries like Japan.

Administrative law, delegated legislation, Administrative Tribunals, etc., are topics common to the study of law and public administration. One of the earliest approaches to the study of Public administration, is legal approach which views Public administration as imbued with legal and adjudicatory matters.

It is essential that Public administration operate within the framework provided by law. Various types of laws such as constitutional law and administrative law tend to circumscribe and influence the operation of Public administration.

The institutional structure, the powers and functions of administrative bodies and the limitations placed on them are determined in terms of law. Law not only tells an administrator what he can do but also demarcates limits to his authority. He must conduct himself as to always act within the confine of legal powers. If he acts outside his legal powers, such activities are declared by courts as unlawful and hence void. Thus, courts keep public authorities within legal limits.

Administrative law provides the main link between Public administration and law. The administrative law is administered by the administrative tribunals consisting of administrative officials and experts.

Furthermore, the main function of Public administration, as described by Woodrow Wilson is "detailed and systematic execution of public law". Hence, every administrator is, in effect, a law enforcement officer. Public administrators gain much by having knowledge of the prevailing

legal system, since legal relationships are a significant part of the administrative function in the execution of policy.

A public administrator is not only an enforcer of law but also a builder of law. "He is a builder because every time he applies old law to new situations he builds law".

The administrators are in a better position to know the necessity of new laws or amending the old laws when they implement the existing laws. Therefore, very often, Public administrators, on the basis of their experience, suggest new laws or amending the old laws which are approved by the law-making authority.

The drafting of laws is also done by Public administrators. The administrators also decide what the law is and what it means in terms of action by using their discretionary and rule-making powers under delegated legislation. Thus, the administrators make law or at least help in the making of law. The preceding discussion shows the intimate linkage between the two disciplines.

#### Relationship of Public administration to Ethics

Ethics and **Public administration** are closely related, in as much as the former sets standards of integrity and honesty for human actions, and the latter is oriented towards promoting the former.

Ethics is concerned with the moral values of the community. Thus, it is essential that administration takes cognizance of these values while enforcing public policy.

Public and professional morality now constitute an integral part of the study of Public administration. On this issue, Dr. Appleby, opines, "moral performance begins in individual self-discipline on the part of officials involving all that is meant by the word character."

However, this is often not enough, as it requires systematic process which supports individual group judgments enriched by contributions from persons variously equipped and concerned differentiation in responsibilities to each other and to a whole public responsibility. The official individually and organizationally must be concerned to be beyond simple honesty to a devoted guardianship of the continuing reality of democracy.

## Relationship of Public administration to Business Management

**Public administration** and Management are so intertwined that even at times people link both together. The relationship is reflected by the definition of management as offered by Ordway Tead when he opines, “administration is the direction of people in association to achieve some goals temporarily shared. It is the inclusive process of integrative human efforts so that a desired result is achieved.

Thus, management tries to achieve goals which a public administrator sets before itself. In fact no goals can be achieved unless public administration and management work in close co-operation with each other.”

But still the two are different. Public administrator decides policies, whereas it is the responsibility of the management to implement those. Thus while one is concerned with policy formulation, the other with execution of the policies. The former decides goals whereas the latter is required to find out techniques for ensuring that the goals are speedily achieved.

### **SECTION B**

#### **Q1. What is organization?**

Ans The term organization refers to a mechanism which enables men to live together it is the skeleton framework of an enterprise just like the architectural plan of a building design to achieve its common purpose.

#### **Q2. How organizing process involves differentiation and integration of activities?**

Ans Organizing process involves differentiation and integration of activities as differentiation is the segmentation of structure into subsystems while integration involves creating unity of effort among the various subsistence.

#### **Q3. Write characteristics of organization.**

Ans Complex activities they are characterized by IMF personal relationship and have specialized and Limited goes and are characterized by sustained Cooperative activities they are integrated with in a larger social system. And also provide services and product to their environment, dependent upon exchanges with their environment.

#### **Q4 what is the importance and significance of organizations?**

Ans. It provides a means by which human efforts are properly directed more and more to be productive, effective and fruitful results it adds definiteness to the activities to be a complete by allocating the duties and responsibilities to the individual members of the organisation. It



increases managerial efficiency and avoids daily confusion and misunderstanding in the performance of the work it facilitates, coordination of activities by welding together the structural relationship.

**Q5. How many types of organisations are there? Name them.**

Ans. There are two types of organisation-

- 1) Formal organisation
- 2) Informal organisation

**Q6. Name elements of organisation.**

Ans. There are five elements of organisation –

- **Objectives** - In an organisation there should be predefined objectives. The performance of the group will be influenced by how well the objectives are understood and supported by its members
- **Specialisation**- specialization and Organization distributes work so that workers may specialize
- **Coordination**- coordination the effects of workers specializing in various task must be effectively interested
- **Hierarchy**-4th hierarchy there must be clearly established channels of command communication and control.
- **Authority**- authority there must be authority to give direction to resolve differences among individuals

**Q7. What is formal organisation?**

Ans A formal organization typically consist of a classical mechanistic hierarchial structure in which position responsibility, authority accountability and the lines of command are clearly defined and established.

**Q8 Distinguish between formal and informal organisations?**

Ans. Formul organisations are created deliberately they are plant and official organisations and large table definite structure mechanical and rational they provide service to the society they have legitimate authority official and well defined parts slow flow of information is there and shown on organisation chart. In formal organisations arise spontaneously they are unplanned and unofficial small dynamic structure less impersonal and emotional satisfaction of members is there it is based on power and or specified channels there is fast flow of Information and is not shown on organisation chart.

**Q9 What are the advantages of hierarchical organisation ?**

Ans. The advantages of hierarchical organisation are-

1. Channel of communication
2. Change of command
3. Mechanism of organizational integration
4. Facilitate the principal of delegation
5. Fixing up of responsibilities

**Q10. What is gangplank?**

**Ans** It is a device for removing demerits of hierarchy. To be very time consuming in case where people in different departments but at the same level of hierarchy led to communicate with each other. So to solve this problem Henry Fayol introduce the concept of gang plank where people can communicate with each other directly but with the permission of their superiors. This the gang plank mainly refers to the need for level jumping in a hierarchical organisation.

**Q11. What is the importance of span of control?**

**Ans** Span of control is one of the core principal of organisational structure around which other principles are built it is important because it affects the companies effectiveness in managing the company. It improves communication better coordination and supervision it has low overhead cost of supervision.

**Q12. What do you mean by coordination?**

**Ans** Coordination is an orderly arrangement of group efforts to provide unity of action in the pursuit of common objectives. It is a process of deliberately bringing together efforts of various components of an organisation in order to give them a unity of purpose.

**Q13. Differentiate between delegation and decentralization?**

**Ans** Delegation is a process it is essential for management process. It is a technique of Management where is decentralization is the end result of delegation it is optional as top management may or may not disperse authority it is a philosophy of Management.

**Q14. What are the advantages of centralisation?**

**Ans. Advantages of centralisation are –**

1. **Uniformity in functioning**- It permits unified single minded determination of things and direction of people as all decisions emerge from one point. As all decisions move from one point, it is simple to achieve a high degree of consistency and uniformity in organisational functioning.
2. **Clarity about source of decisions** – The authoritative structure created by centralisation is simple and meet free effectiveness of top administration.since much authority is concentrated at the top IT tends to make up the top administration strong and effective in centralisation – narrow prospectus are not existent. The dangers associated with dilution

of goals duplication of efforts and distortion of results are law 5 benefits of natural leader not generally founded managerial level

**Q15. What do you mean by decentralization ?**

**Ans** Decentralization of authority means dispersal of decision making power to the lower levels of the organisation. Decentralization or decentralisation is the process by which the activities of an organization, particularly those regarding planning and decision-making, are distributed or delegated away from a central, authoritative location or group and given to smaller factions within it.

**Q16. Explain the merits of Decentralization?**

**Ans** **The merits of decentralization** are-

- 1. It release higher executives**-It helps to reduce the workload of top executive. They can reward greater time and attention to important policy matters by decentralizing authority for routine operational decisions.
- 2. Motivation of subordinate** – It helps to improve the job satisfaction and moral of global level managers by satisfying them need for independence participation and status. It also posters Team Spirit.
- 3. Increases effectiveness of big organisation** - It is a means of increasing the effectiveness of large, multi-product, multi plans organisation to combine the economies of large scale operations with the simplicity of small unit management.
- 4. Quick decisions**- under these authority to make decisions is placed in the hands of those who are responsible for executing the decisions. Error free,accurate and faster decisions can be taken as this a coordinates a well aware of the realities of the situation.
- 5. Executive development** - it facilitates the development and utilisation of Executive talent and skills at the middle level and lower managerial levels because managers at these levels are called upon to assume authority and responsibility for making decisions and taking actions on the initiatives.
- 6. Effective supervision and control** – control can be made effective by evaluating the performance of each Decentralise unit in the light of clear and pre determine standards

**Q17. What do you mean by authority?**

**Ans** The concept of authority refers to the formal right or power to call for compliance in behaviour or action henri Fayol – authority is the right to give Orders and power to exact obedience

**Q18. Explain the types of authority?**

**Ans** **There** are three types of authority-

- 1** line authority
- 2** Staff authority
- 3** functional authority

1. **Line authority** - In this a superior exercises direct command over a subordinate. Line authority is represented by the standard chain of command that starts with board of directors and extends down through the various levels in the hierarchy to the point where the basic activities of the organisation are carried out.
2. **Staff authority** the nature of staff authority is mainly advisory. A staff officer has the authority of ideas only. The information which is staff officer furnishes or the plants he recommends flows upward to his line superior who decides whether they are to be transformed into action.
3. **Functional authority**- It occupies a midway position between line and staff authority it is a means of putting the staff specialist interpretations for the entire enterprise and it confers upon the holders. A limited power of command over the people of the department concerning their function.

**Q19. What are the functions of authority?**

**Ans** According to Herbert Simon three functions of authority deserve special notice –

- i. it defines responsibilities of the individual to those he will exercise the authority and the coordinate who accept the authority of the superior is motivated to a very great extent by the fear of sanctions
- ii. it secures expert advice in making of decisions
- iii. it permits centralization of decision making and coordinating of activity

**Q20. Why people accept authority?**

**Ans** The people accept authority for the following reasons-

- A. They are habitually conditioned to accept authority as a matter of course.
- B. They expect rewards for acceptance or compliance.
- C. They fear punishment for defiance of authority.
- D. They are convinced that acceptance of authority animals them to avoid accountability.
- E. They will leave that authority is based on Superior knowledge and competence and hence acceptance is legitimate.

**Q21. What are the different types of chief executive?**

**Ans** There are three different forms of chief executive one the presidential form USA to the cabinet form India third the Collegiate form Switzerland.

**Q22. What are the functions and powers of chief executive?**

**Ans.** There are two types of functions which chief executive has to perform under any system of government one political function to administrative functions one political functions in any system of government. the chief executive is required to perform several political function. It is his responsibility to lead the nation by putting forth new policy and programs which in his opinion the country badly needs he should not only integrate the wishes of his party but provide its good

leadership. Administrative functions the chief executive is the head of the Government and enjoys considerable Prestige power and position he has legislative, executive, judicial and administrative powers. He has power of coordination and control. He is expected to give guidance and directions to all those who work under his control in his organisation.

**Q23. What is line?**

Ans. The term line is originated from the military where it refers to the military commanders and other officer's indirect charge of bad operations. The line authorities are concerned with the substantive functions of government. They deal directly with people providing services, regulating conduct, collecting taxes and generally carrying forward the program authorized by legislative bodies.

**ESSAY TYPE QUESTIONS**

**Q1. What is Organization?**

Ans. **Organization** is a group of persons constituted to achieve some specific objectives. The achievement of these objectives is largely dependent on proper co-ordination and integration of human effort.

An **organization** is a tool used by people to coordinate their actions to obtain something they desire or value — i.e., to achieve their goals. An organization therefore is a response to and a means of satisfying some human need.

So, an individual or a group of individuals who believe they possess the necessary skills and knowledge may come together to set up an organization to produce goods and services. These individuals are known as entrepreneurs.

The process is known as entrepreneurship, the term used to describe the process by which people recognize to meet those needs. Entrepreneurs create organizations to satisfy their goals or needs. They may also form a group to respond to a perceived need by creating an organization.

According to Stephen P Robbins,

“**Organization** is a consciously coordinated social entity with a relatively identifiable boundary that functions on a relatively continuous basis to achieve a common goal or set of goals”.

The above definition means the following:

- Consciously coordinated means bringing together things through a systematic approach which becomes the work of management.
- Social entity means that groups of people interact with each other in a set pattern. Organizations are composed of people and groups of people. The building blocks of an organization are people and their roles. People interact with each other to perform essential functions in organizations. There is a need for coordination.
- Relatively identifiable boundary means a definable boundary that defines members from non-members. That is the organization boundary differentiates the organization from the society.
- All organizations have boundaries that separate them from other organizations. The boundary determines who and what is inside or outside the organization. However, in today's world, the boundaries of competitive organizations are becoming permeable rather than rigid as organizations share information and technology to their mutual advantage.
- Continuing bond means membership for its members. That is people in organizations who participate with some degree of regularity.
- Somethings are goals which members strive to achieve. Organizations exist for a purpose. An organization and its members are trying to achieve an end or mission. People in organizations may have goals different from those of the organization, and the organization may have several goals; but organizations exist from one or more purposes without which they would cease to exist.

### Importance of Organizations

Organizations are prominent social institutions of our times. They are an indispensable part of our lives. According to Charles Perrow, "Organizations are the key phenomenon in existence today".

We are truly a society of organizations. Organizations shape our life. A systematic study and understanding of organizations can enable us to use and control this important resource.

**Organizations** are entities that enable society to pursue accomplishments that cannot be achieved by individuals acting alone. An organization is a coordinated unit consisting of people (at least two) who function to achieve a common goal or set of goals.

Looking inside the organization at the people, processes, and structure will reveal the inner working of the organization that will help us understand how civilization has developed and contributed to the standards of living enjoyed by individuals around the world.

How Does an Organization Create Value?

An **organization** creates value through a three stage process. Each of these stages is affected by the environment in which an organization operates. The figure below explains these stages.

Stage I: Organization's Inputs

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Inputs include human resources, information and knowledge, raw materials and capital.

The way an organization chooses and obtains from its environment the inputs it needs to produce goods and services determines how much value the organization creates at the input stage.

Stage II: Organization's Conversion Process

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The way the organization uses its human skills and abilities, machinery and computers to transform the inputs into outputs determine how much value is created at the conversion stage.

Stage III: Organization's Output

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Outputs of finished goods and services is released into the environment where they are purchased by customers to satisfy their needs. Organizations that satisfy the needs of its customers will be able to obtain more resources over time and create more and more value.

Stage IV: Organization's Environment

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Sale of output allows organization to obtain new supplies of inputs. The organization uses the sales proceeds to obtain new supplies of inputs and the cycle begins again. When each such cycle adds value to an organization, it makes them grow from strength to strength resulting in expansion of its operations.

The people working in an organization are interrelated; their activities are also interrelated because these are performed only to achieve a common goal of the organization.

## **Q2. Describe formal organizations?**

Ans. Formal organization is a system of well-defined jobs with a prescribed pattern of communication coordination and delegation of authority. It refers to the organizational structure deliberately created by management for achieving the objectives of enterprise. It is also called inverted open mechanical organization or engineering organization. According to Chester Bernard formal organisation is a system of consciously coordinated activities of two or more persons towards a common objective.

### **Characteristics of formal organisation –**

- a. Formal structure - It refers to the formal structure of well-defined jobs each wearing a definite measure of authority responsibility and accountability.
- b. Legal Status- It is back by legal sanctions division of work it is the key feature of formal organization. This enables the organisation to specialize in certain task or activities.
- c. Permanent formal organizations are relatively permanent than others
- d. Based on rules and regulations the employees working in formal organizations cannot act as per their likes and dislikes but should work within the framework of stipulated rules and regulations
- e. Centralization - Decision making is centralized at the top it is assume that the boss at the top knows everything.
- f. Downward communication- communication is mostly downloading between the superior and his subordination in the form of commands.

### **Merits of organisation**

- 1) Individuals will be selected on the basis of ability to perform expected task.
- 2) The activities of the individuals and the groups will become more stable and addict able.
- 3 Directional and operational goods and procedures will be determine clearly and energy is devoted to the development.

### **Demerits of formal organisation:**

- 1) Very awesome fixed delicious ships and lies of authority scene in flexible and difficult to adjust to meet changing needs.
- 2) Interpersonal communication may be slowed or stop as a result to strict adults to formal lines of communication.
- 3 Employee may become less willing to assume duties that are not formally a part of their original assignment.
- 4) Individual creativity maybe stifled.



### **Q3. Describe informal organisation?**

**Ans.** The nature of informal organisation was first systematically explored in the studies carried by the Elton Mayo and others at the Hawthorne plant of the Western electric company. It exists in government offices as well as in business.

#### **Advantages of informal organisation-**

1. It fulfills social needs.
2. Influence on productivity.
3. Fast communication objectives.
4. Fulfills organisational objectives

#### **Disadvantages of informal organisation**

1. resistance to change
2. to create rumours
3. lack of specialisation
4. power politics

### **Q4. Name the principles of organisation given by Henry Fayol?**

**Ans** Henry Fayol gave 14 principles of organisation they are-

1. Division of work
2. Authority and responsibility
3. Discipline
4. Unity of command
5. Unity of direction
6. Subordination of individual to general interest
7. Remuneration
8. centralisation
9. scalar chain
10. order
11. equity
12. stability of tenure
13. initiative
- 14 esprit de corps

### **Q5. What do you mean by Hierarchy?**

**Ans.** The term hierarchy derives from the Greek term makes Weber's bureaucratic model emphasize the principle of Hierarchy in which there is supervision of the lower houses by the higher one. Hierarchy is one of the most significant principles of organization and it occupies the prominent place in the writings of classical thinkers. The first part describes the meaning of hierarchy. The second part includes its application and features. The third part explains the advantages and disadvantages of hierarchy. The fourth part explores the measures to overcome

the disadvantages of hierarchy and attempt of some organization to introduce newer form of governance by replacing hierarchical organisation.

Hierarchy is composed of the Greek like an article of faith in a religious creed; hierarchy is a symbol of belief in mythic form of administrative organization. Words hieros (Sacred) and archein (rule or order) originally referring to an order of angels, the term came to signify an order of clergy like an article of faith in a religious creed, hierarchy is a symbol of belief in mythic form of administrative organization. So it derives from the Greek term for the ruling structure of religious organizations. In modern societies, hierarchical organizations have pervaded all aspects of life. Classical organization theorist emphasized the hierarchy as the central feature of organization. Hierarchy is basic structural feature of Organisation in Max Weber's bureaucratic model. There are two views about the concept of hierarchy. Conventional view, epitomized by Max Weber's analysis of modern bureaucracy, highlights legal-rational authority in formal organisation. This view holds that hierarchical organisation is bound together in a chain of command. Authority is gradually transferred from top to bottom and relationship between units at different level is that of superior and subordination and each unit is accountable to one superior at next level. Hierarchical organisation is based on division of labor. Each unit is functionally differentiated and specialized in the performance of specific functions assigned to them. These units are also entrusted with requisite authority and sanctions. Rules and regulations are impersonal and objective and to decide the role, behaviour and relationships among the members of organisations. It, however, also implies inequality in power structure and is not conducive to team work and it creates artificial relationship among the members of organisation. to The second view known as instrumentalist view is held by Herbert Simon who provided notion of hierarchy in his analysis of complex system. Simon believed that instead of defining hierarchy in terms of authority relationships, it needs to be seen by its role to reduce complexity of organisations and making the arrangement or division of organizational units or sub-units in such way as to best achieve the organisational objectives. This view is based on voluntaristic view of authority. Authority according to this view is not imposed; rather it is based on mutual consent. But it has also created some problems like those arising from delegation of decision making authority and span of control which affect the overall organizational management.

### **Meaning**

Literally, hierarchy means rule or control of higher over the lower. Concretely, hierarchy means a graded organization of successive steps or levels in which each of lower level is immediately subordinate to the next higher one and through it, to the other higher steps right upto to top. Oxford English dictionary defines hierarchy as "a body of person or things ranked in grades, orders or classes, one above another".

In the words of L.D.White, "Hierarchy consists in the universal application of superior – subordinate relationships through number of level of responsibility reaching from top to bottom

of the structure. Paul Appleby defined hierarchy thus “it is the means by which resources are apportioned, Personnel selected and assigned, operations activated, reviewed and modified”. According to Weber, “the organization of offices follows the principle of hierarchy, that is, each lower office is under the control and supervision of higher one”.J.D. Millet defined hierarchy as a method whereby efforts of different individual are geared together.

Hierarchy creates pyramidal structure which Mooney and Reiley calls the „Scalar Process“.4 In the words of Mooney, scale means a series of steps, something graded. Thus it creates ladder like structure of organization. This principle is strictly followed in organization where discipline is primary requirement like police, army.

Hierarchy of police administration in state is shown below:

**Director General of Police**



**Inspector general of police**



**Deputy Inspector General of Police**



**Superintendent of police**



**Deputy Superintendent of Police**



**Circle Inspector**



**Sub Inspector**



**Additional sub Inspector**



**Head Constable**



**Constable**

In organization it means grading of duties, not according to functions, but according to degree of authority and corresponding responsibility. Hierarchy usually develops out of qualitative changes in the nature of work whereby at each higher level, the nature of work becomes different and demands a higher order of supervision. The structure and functioning of hierarchical organization may be illustrated by following diagram:- In the diagram shown above A is head of organization and is expected to exercise control and supervision over the entire organization but he cannot do all himself. Therefore intermediate levels are created to by delegating authority achieve this purpose. B is A’s immediate subordinate. C is B’s immediate subordinate but is also immediately subordinate 4 to A through B. D is immediately subordinate to C but mediately also

to B and A. In the same way E is immediate subordinate to D, but mediate subordination through D to C, and B to A. Finally F is immediately under E, but immediately also under D, C, B and A. The same applies to the letter shown along the other arm of the angle. If An issue order to F, it must descend to F through all levels i.e. B, C, D and E to finally reach to F. If F addresses a communication to A, it will pass through all the channels of EDCB to ascend to A. Similarly if F has to communicate some proposal to K, it must travel upto A through EDCB and then descend from A to K through G, H, I and J. F, A, K represent the line of authority linking the whole organization together.

### **FEATURE OF HIERARCHY**

1. It functions on the principle of „Through Proper Channel“. Every proposal or paper has to pass through all channels. No intermediate level in the hierarchy is skipped over in transacting transcending official business either in upward or downward directions.
2. Unity of command is essential feature of hierarchical organization.
3. Authority is distributed at various levels in organization.
4. The superior has the right to issue order; commands, instructions and subordinate have obligations to carry out the same. They put suggestions, request and permission regarding work or programme.
5. Hierarchical organization is broader at base and goes on tapering towards the top.
6. Authority vested in an official at every level should be commensurate with the responsibility entrusted to him.
7. Status, authority, salary and other privileges go on increasing at successive higher level.

### **ADVANTAGES OF HIERARCHY**

1. This Principle keeps the various units of organization integrated or linked together. It clarifies the unity of purpose and fix the responsibility of various units for the work assigned.
2. It makes the process of communication easy. Everyone in the organization know from where the order and instructions will come and who will report to whom.
3. It distributes authority and responsibility at various levels. Consequently various decision making centres are created. It makes the process of delegations of authority easier.
4. There is division of labour among the various units of organization which bring the specialization among the members of organization and increase the efficiency of organization.
5. It helps to clarify the relative position and responsibility of each post in the organization.
6. In a hierarchical organization policy matters are decided at higher level. The middle levels exercise control and supervision over lower levels to ensure that they function to achieve the desired purpose and lower levels perform the operational work.
7. This Principle clearly specify the authority and responsibility. Consequently there is no conflict of jurisdiction among the member of organization.
8. In a hierarchical organization every communication takes place through proper channel. It keeps the members of organization informed and saves time.

9. Hierarchy facilitates detailed examination of papers and helps the Chief Executive through the process of filter and funnel. Only the essential information reaches the higher level while the non-essential and unnecessary remain at lower levels. It saves the time of Chief Executive.
10. Hierarchy enforces discipline in organization. Officials are duty bound to follow the orders and directives of their immediate boss. It keeps the organization disciplined.
11. It is built in device to achieve consensus in organisation.
12. This principle helps to fix the duties and responsibility of each official at different levels of organization.

### **DEMERITS OF HIERARCHY**

1. The Principal defects in the hierarchical organization is that it causes considerable delay in the disposal of work. A file, proposal or communication has to pass through all the channels. In this process, it may cause delay of days weeks or even months.
2. It promotes superior- subordinate relationship among the members of organization which is neither conducive for team work nor development of dynamic human relationship among its members.
3. Conformity to rigid procedure and formalities involve red tape.
4. It promotes corruption as it involves delay in disposal of work.
5. It discourages the initiative and participation of lower participants in the organization. They have to follow and carry out orders & instructions of their superior in a mechanical manner.
6. It has the tendency to make the organization „Tall“ and in consequence the men at top lose touch with the men at bottom.
7. Specialization and formalization of roles in hierarchical Organisation can ensure stability and predictability of behaviour of their members, but it can also hinder flexible and adaptive governance.
8. Hierarchical organizations are controlled and organized in top-down manner; it may be indifferent to the diverse interests of their stakeholders and against the spirit of participative governance.
9. The perceived inaptness and its inherent weaknesses to respond to different demands and pressure may erode its legitimacy as effective governing mechanism.

Therefore, there are inherent dangers of conformity to hierarchy. In order to overcome these defects, Fayol has suggested a bridge across formal line of authority of the hierarchy so that subordinate officers in one department, division or section may contact directly their counterparts in another departments or section. This he termed as Gangplank. Thus delay caused can be avoided without violating the essential principle of hierarchy. Such a bridge is shown in the diagram by the dotted line between F and K. The only condition to recourse to Gangplank is to take authorization from their immediate supervisors (in the shown diagram E and J) and keep them well informed of what transpired between them. The system works perfectly well so long

as officers making such contact are in agreement with their counterparts and enjoy the confidence of their superiors.

The other device to overcome red tape is level jumping which involves bypassing one or more intermediate steps in the vertical line of authority, so that direct contact is established between officers. The officers skipped over may be informed of the action proposed or taken. In this respect, it is worth mentioning that Government of India has started file jumping experiment so that files, directly reach the decision making authority.

So with proper confidence and loyalty between superior and subordinates, the delay of scalar organization can be very much reduced if not altogether eliminated. In modern times (paragraph enclosed). Doubts have been raised about the efficacy of hierarchical principle to respond to diverse challenges and problems in contemporary scenario in Public Administration. Its features like centralization of authority, rigidity and formalization of roles are unsuitable for team building and participative governance. Measures have been taken to respond to these concerns and challenges. First attempt in this direction is to restructure authority by reducing the number of hierarchical levels. The second measure is market based solution, government privatize the public services and outsource its operations and activities to other agencies. Thirdly, Newer modes of governance have been tried and experimented upon by some organisations like Networks, partnerships, projects etc to replace hierarchical organisation. The current concern in discipline is on changing authority structure, enhancing capability and ensuring accountability by making it more participative of Public organisations. Summing up: Hierarchy occupies a central theme in the discussion on organisational structure. Classical theorist emphasized the significance of hierarchy in their writings on organization theory. This principle helps to fix the duties, authority and responsibility of officials at different levels of organization. However it has also been subject of criticism due to redtapism and delay in the transaction of officials business. Newer modes of governance are tried by organization by replacing hierarchical system to ensure participative governance, team building and for development of better human relations.

## **SECTION C**

### **Q1. What is Personnel administration?**

**Ans.** Personnel administration is concerned with people at work and their relationships within an organization. It refers to the entire spectrum of an organization's interaction with its human resources from recruitment activity to retirement process. It involves personnel training and forecasting, appraising human performance, selection and staffing, training and development and maintenance and improvement of performance and productivity. It is closely related to an organization's overall effectiveness. Personnel administration is systematized, specialized knowledge and technique, which can help the organizations in administering their personnel for achieving their optimum performance.

## Q2. What do you mean budget?

**Ans.** The budget meaning in financial terms refers to **creating a plan to spend your money**, whereas the spending plan is the budget. Creating a spending plan allows you to determine whether you will have enough money to do activities you wish to and prioritize your task spending accordingly.

## Q3. What is the process of execution of budget in India?

**Ans.** The budget has four stages viz.

- (1) **Estimates of expenditures and revenues,**
- (2) **First estimate of deficit,**
- (3) **Narrowing of deficit and**
- (4) **Presentation and approval of budget.**

The process begins with various ministries providing initial estimates of plan and non-plan expenditures.

## Q4. What are the Three Types of Budget?

**Ans.** There are three types of budgets namely a surplus budget, a balanced budget, and a deficit budget. A financial document that comprises revenue and expenses over a year is the government budget. The annual statement that comprises the estimation of expenses and revenue is called a budget.

## Q5. Who Prepares the Budget and the Steps Involved?

**Ans.** The Indian Union Budget is prepared by the Ministry of Finance in consultation with Niti Aayog and other concerned ministries. Also, the Budget division of the department of economic affairs (DEA) in the finance ministry is the nodal body responsible for producing the Budget. Budget-making process starts in August-September, that is, about six months prior to its date of presentation. It needs to be passed by both houses of Parliament before beginning of the financial year, that is, April 1.

Steps for preparing the Union Budget:

- Firstly, the circular is issued to all ministries, states, Union territories, autonomous bodies by the finance ministry asking them to prepare estimates for the coming year.
- Then the circular comprises skeleton forms along with requisite guidelines based on which ministries present their demands.
- Apart from providing their estimates, the ministries also give a detail of their revenues and expenditures in the past year.
- After requests are received, they are scrutinised by the top officials of the government and extensive consultations are undertaken between the ministries and the department of expenditures. Upon approval, the data is then sent to the financial ministry.
- The finance ministry, after going through all recommendation allocates revenues to various departments for their future expenditures.

- The finance minister holds pre-Budget meetings with various stakeholders to know about their proposals and demand and these stakeholders include state representatives, bankers, agriculturist, economists and trade unions.
- Once the pre-Budget consultations are done, the finance minister takes the final call on demands and it is also discussed with the PM before finalization.

#### **Q6. Explain Budget and its objective, types and forms?**

**Ans.** A government budget is a country's year-long financial report explaining item-wise calculations of future revenue and expenditure. The budget explains the income and expense of a nation.

In India, in the beginning of every year, the government presents its budget in front of the Lok Sabha, explaining an estimated receipt and expense for the upcoming financial year. The fiscal year starts from 1st April and concludes on 31st March of the next year.

The government prepares expenditure according to its objectives and then starts gathering the resources and funds to fulfil the proposed investment. The funds are collected from fees, taxes, interest on loans given to states, fines, and dividends by public sector enterprises.

#### **Objectives of Government Budget**

**Reallocation of resources** – It helps to distribute resources, keeping in view the social and economic advantages of the country. The factors that influence the allocation of resources are:

**Allowance or Tax concessions** – The government gives allowance and tax concessions to manufacturers to encourage investment.

**Direct production of goods and services** – The government can take the production process directly if the private sector does not show interest.

**Minimise inequalities in income and wealth** – In an economic system, income and wealth inequality is an integral part. So, the government aims to bring equality by imposing a tax on the elite class and spending extra on the well-being of the poor.

**Economic stability** – The budget is also utilised to avoid business fluctuations to accomplish the aim of financial stability. Policies such as deficit budget during deflation and excess budget during inflation assist in balancing the prices in the economy.

**Manage public enterprises** – Many public sector industries are built for the social welfare of people. The budget is planned to deliver different provisions for operating such business and imparting financial help.

**Economic growth** – A country's economic growth is based on the rate of investments and savings. Therefore, the budgetary plan focuses on preparing adequate resources for investing in the public sector and raising the overall rate of investments and savings.

**Decrease regional differences** – It aims to diminish regional inequalities by implementing taxation and expenditure policy and promoting the installation of production units in underdeveloped regions.



## Types of Budget

The budget is divided into three types.

**Balanced budget** – A government budget is assumed to be balanced if the expected expenditure is similar to the anticipated receipts for a fiscal year.

**Surplus budget** – A budget is said to be surplus when the expected revenues surpass the estimated expenditure for a particular business year. Here, the budget becomes surplus when taxes imposed are higher than the expense.

**Deficit budget**- A budget is on deficit if the expenditure surpasses the revenue for a designated year.

## Importance of Budget

Following are the importance of budget:

- a. Though budgets do not assure 100% success in economic stability, they help to bypass failure.
- b. A budget is a tool that transfers a general idea into a productive, action-oriented, and aspirational goal.
- c. It acts as a device that identifies and focuses on the development of an underprivileged person.
- d. It provides a benchmark to evaluate success or failure in achieving goals and provides suitable improving measures.

## Components of Government Budget

The budget is classified into two segments.

(i) **Revenue budget** – The revenue budget contains revenue expenditure and receipts. In these receipts, both tax revenue (such as excise duty, income tax) and non-tax revenue (like profits, interest receipts) are recorded.

(ii) **Capital budget** – The capital budget includes the capital receipts (such as disinvestment, borrowing) and lengthy capital expenditure (for instance, long-term investments, creation of assets). Capital receipts are government liabilities or decreased financial assets, such as the recovery of loans, market borrowing, etc.

## Impact of the budget

A budget influences the society in three steps:

- a. It improves the aggregate financial policy by controlling expenditure.
- b. It allocates resources of a nation on a foundation of social priorities.
- c. It comprises efficient and productive programmes to deliver goods and services and achieve targeted goals.

## Elements of a Government Budget

The main elements of a budget are:

- a. It determines government expenditure and receipts.
- b. The budget is estimated for a fixed period, typically for a year.
- c. Investment and sources of finance are prepared with the objectives of the government.
- d. All the budget needs to be passed by assembly or parliament before its implementation.

### **Q7. Explain Meaning, definitions, objectives, types and significance of Personnel Administration?**

**Ans.** Personnel administration is concerned with people at work and their relationships within an organization. It refers to the entire spectrum of an organization's interaction with its human resources from recruitment activity to retirement process. It involves personnel training and forecasting, appraising human performance, selection and staffing, training and development and maintenance and improvement of performance and productivity. It is closely related to an organization's overall effectiveness. Personnel administration is systematized, specialized knowledge and technique, which can help the organizations in administering their personnel for achieving their optimum performance.

#### **Definitions:**

- According to Dimock and Dimock, “Public personnel administration is the staff function which advises and facilitates the work of the programme manager in matters relating to the recruitment, deployment, motivation and training of employees, so as to improve the morale and the effectiveness of the service”.
- According to Felix Negro, “Public personnel administration is the art of selecting new employees and making use of old ones in such a manner that the maximum quality and quantity of output and service are obtained from the working force”.
- According to Thomas G. Spates, “Personnel administration is a code of the ways of organizing and treating individual at work so that they will each get the greatest possible realization of their intrinsic abilities, thus attaining maximum efficiency for themselves and their group and thereby giving to the enterprise of which they are a part, its determining competitive advantage and optimum results”.
- The Institute of Personnel Management in U.K defined Personnel Management as, “That part of the management function which is concerned with people at work and with their relationship within an enterprise. Its aim is to bring together and develop into an effective organization the men and women who make up an enterprise and having regard to the well-being of an individual and of working groups, to enable them to make their best contribution to its success.”

In particular, personnel management is concerned with the development of policies governing: • Manpower planning, recruitment, selection, placement and termination.

- Education and training, career development.
- Terms of employment, methods and standards of remunerations.
- Working conditions and employees services.
- Formal and informal communication and consultation both through the representatives of employers and employees and all levels throughout the organizations.
- Negotiation and application of agreements on wages and working conditions, procedures for the avoidance and settlement of disputes.

### **Objectives of Personnel Administration:**

- To utilize human resources effectively.
- To establish and maintain a productive and self-respecting relationship among all the members of the organization.
  - To enable each person to make his maximum personal contribution to the effective working of the organization.
  - To ensure maximum individual development of the personnel.
  - To achieve an effective utilization of human resources ( besides material resources) for the attainment of organizational goals.
    - To establish and maintain an adequate organizational structure and a desirable working relationship among all the members of the organization by dividing organizational tasks into functions , positions job ,authority and responsibility.
    - To generate maximum group and individual development within the organization by offering opportunities for advancement to employees or by training and job education; by effecting transfers or by offering retraining facilities.
    - To reduce friction amongst the employees by securing the integration of individuals and groups in such a manner that the employees feel a sense of involvement, commitment and loyalty to the organization . In the absence of such an integration, friction may develop which will produce inefficiency and lead to failure.
    - To reorganize and satisfy individual needs and group goals by offering adequate and equitable remuneration ,economic and social security so that the employees feel secure and work willingly and co-operate to achieve the organization's goals.
    - To maintain high morale and better human relations inside the organization by sustaining and improving the conditions which have been established so that the employees may stick to their jobs for a longer period. According to Michael J.Jucious, personnel management should aim at :
      - Attaining economically and effectively the organizational goals;
      - Serving to the highest possible degree the individual goals; and

□ Preserving and advancing the general welfare of the community To obtain these objectives ,personnel administration is concerned with planning,organizing,directing,coordinating and controlling the cooperative efforts of individuals within an organization.

### **Significance of Personnel Administration**

- Success of any administrative system depends on how effectively it handles its personnel functions.
- Out of three 'M's i.e Men ,Money and Material, men is the most important factor that determines the quantity and quality of the performance and output. With their requisite skills ,aptitude, integrity and organizing capacity, they can build the image of their organizations or effective institutions in the nation building process.
- Personnel administration reduces the chasm between organizational objectives and the individual to the desirable extent by treating individuals at work in such a way that they will realise their maximum possible intrinsic abilities ,to create an effective organization
- Now organizations perform a large number of varied and complex tasks which requires efficient, effective, able and, competent personnel with the right aptitude and attitude.
- Investment in developing human resources through training, career development, planning, counseling, selection, job enrichment programs and designing suitable performance appraisals and reward system can go a long way in maintaining the morale and motivation of people at a high level.
- The role of personnel administration is witnessed in the form of various policies and programs adopted for these purposes.

of Civil Services In a Democracy - Indian Pol

### **Q8. What is the role of civil services in a democratic society?**

**Ans.** Role of Civil Services in Democracy are-

In a democracy, the civil services play an extremely important role in the administration, policy formulation and implementation, and in taking the country forward towards progress and development.

Democracy is an egalitarian principle in which the governed elect the people who govern over them. There are three pillars of modern democracy:

1. Legislature
2. Executive
3. Judiciary

The civil services form a part of the executive. While the ministers, who are part of the executive, are temporary and are reelected or replaced by the people by their will (through elections), the civil servants are the permanent part of the executive.

- The civil servants are accountable to the political executive, the ministers. The civil services are thus, a subdivision under the government.

- The officers in the civil services form the permanent staff of the various governmental departments.
- They are basically expert administrators.
- They are sometimes referred to as the bureaucracy or also the public service.

### Historical Evolution of Civil Services

In India, the idea of a systematic public administration system has been in place since ancient times.

- The Mauryan administration employed civil servants in the name of adhyakshas and others. See more on [Mauryan administration](#).
- Chanakya's Arthashastra reveals that the civil servants were recruited on the basis of merit and excellence and that they had a stringent investigation method.
- In the Mughal period, there were state officers who took care of the land revenue system.
- In modern times, the [East India Company](#) had a civil service to do their commercial activities.
- The British government in India established the civil services chiefly with the aim of strengthening their control over their Indian possessions.
- In 1800, Lord Wellesley, the Governor-General of India from 1798 to 1805, established the College of Fort William where every worker of the Company was sent for a three-year course. They were taught international law, ethics, Indian history and eastern languages, etc.
- The East India Company College was established in Hertfordshire, near London to train members of the civil service.
- In post-independence India, the civil service was reorganized.
- During the British Raj, law and order enforcement, and collection of revenue were the major concerns of civil services officers.
- After independence, when the government assumed the role of a welfare state, civil services acquired an important role in executing national and state policies of welfare and planned development.

### Importance of the Civil Services

1. The civil service is present all over India and it thus has a strong binding character.
2. It plays a vital role in effective policy-making and regulation.
3. It offers non-partisan advice to the political leadership of the country, even in the midst of political instability.
4. The service gives effective coordination between the various institutions of governance, and also between different departments, bodies, etc.
5. It offers service delivery and leadership at different levels of administration.

## Functions of Civil Services

- **Basis of Government:** There can be no government without administrative machinery.
- **Implementing Laws & Policies:** Civil services are responsible for implementing laws and executing policies framed by the government.
- **Policy Formulation:** The civil service is chiefly responsible for policy formulation as well. The civil service officers advise ministers in this regard and also provides them with facts and ideas.
- **Stabilising Force:** Amidst political instability, the civil service offers stability and permanence. While governments and ministers can come and go, the civil services is a permanent fixture giving the administrative set up a sense of stability and continuity.
- **Instruments of Social Change & Economic Development:** Successful policy implementation will lead to positive changes in the lives of ordinary people. It is only when the promised goods and services reach the intended beneficiaries, a government can call any scheme successful. The task of actualising schemes and policies fall with the officers of the civil services.
- **Welfare Services:** The services offer a variety of welfare schemes such as providing social security, the welfare of weaker and vulnerable sections of society, old-age pensions, poverty alleviation, etc.
- **Developmental Functions:** The services perform a variety of developmental functions like promoting modern techniques in agriculture, promoting the industry, trade, banking functions, bridging the digital divide, etc.
- **Administrative Adjudication:** The civil services also perform quasi-judicial services by settling disputes between the State and the citizens, in the form of tribunals, etc.

## Role of Civil Services In a Democracy - Indian Polity

Role of civil services in a democracy is an important topic in the UPSC syllabus. After all, candidates who clear the [IAS exam](#) become civil servants in the service of the nation in various capacities. In this article, you can read an essay on the role of civil services in a democracy.

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### Constitutional Provisions Related to Civil Services

- As per Articles 53 and 154, the executive power of the Union and the States vests in the President or Governor directly or through officers subordinate to him. These officers constitute the **permanent civil service** and are governed by **Part XIV of the Constitution** (Services under the Union and States (Article 308-323))
- **Government of India (Transaction of Business) Rules:** The manner in which the officers are required to help the President or Governor to exercise his/her executive functions is governed by these Rules.
- Article 311 – Dismissal, removal or reduction in rank of persons employed in civil capacities under the Union or a State.
- Article 312 – All India Services.



## Accountability of a Civil Servant

The civil servants are responsible to the ministers of the departments in which they serve. The ministers are accountable to the people through the Parliament or State Legislatures, and the civil servants are accountable to the ministers. They should ideally serve the elected government of the day, as government policies are the functions of the civil services. However, an impartial civil servant is also accountable to the Constitution of India on which he has taken an oath of allegiance.

## Problems Affecting Civil Services Today

- Lack of professionalism and poor capacity building.
- An ineffective incentive system that does not reward the meritorious and upright civil servants.
- Rigid and outmoded rules and procedures that do not allow civil servants to exercise individual judgement and perform efficiently.
- Lack of accountability and transparency procedure, with no adequate protection for whistle-blowers.
- Political interference causing arbitrary transfers, and insecurity in tenures.
- Erosion in ethics and values, which has caused rampant corruption and nepotism.
- Patrimonialism (a form of governance in which all power flows directly from the leader).
- Resistance to change from the civil servants themselves. **Constitutional Provisions Related to Civil Services**
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