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Public Administration in India

SEMESTER - VI

POLITICAL SCIENCE

BLOCK - 1

KRISHNA KANTA HANDIQUI STATE OPEN UNIVERSITY

Subject Experts

Dr. Shantanu Chakravorty, Cotton University
Dr. Dhruba Pratim Sharma, Gauhati University
Dr. Subhrajeet Konwer, Gauhati University

Course Coordinator : Dr. Abhijit Bhuyan, KKHSOU

SLM Preparation Team

UNITS	CONTRIBUTORS
1,2	Arpita Das, Pragjyotish College, Guwahati
3,4,5	Dr. Dadul Dewri Pub-Kamrup College, Baihata Chariali
6	Bikash Chandra Das Cinnamara College, Jorhat
7	Dr. Nandita Das, Guwahati

Editorial Team

Content	:	Dr. Bipul Das KKHSOU
Language (English Version)	:	Dr. Abhijit Bhuyan KKHSOU
Structure, Format & Graphics	:	Dr. Abhijit Bhuyan, KKHSOU

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Headquarter : Patgaon, Rani Gate, Guwahati - 781017

City Office : Housefed Complex, Dispur, Guwahati-781006; Web: www.kkhsou.in

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BACHELOR OF ARTS

POLITICAL SCIENCE

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COURSE INTRODUCTION

The first course in Political Science of the BA Sixth Semester Programme of KKHSOU is titled “Public Administration in India”. It is designed to help the learners to have an understanding of the structural and functional dynamics of public administration in India.

The course begins with a discussion on the evolution of public administration in India starting from the ancient period to the post-independent period. The course then goes on to discuss the salient features of public administration in India. An important issue in Indian administration is that of the controversy over regarding the position and role of the general administrators and functional specialists in the public service. Accordingly, the issue of generalists versus specialists has been covered in the course. There is also a discussion on political and non-political executive in India with reference to their background and nature. The learners are also made acquainted with the framework of public services in India. The course discusses some very important institutions and offices in the field of public administration in India, namely the Cabinet Secretariat and the Prime Minister’s Office (PMO). For effective administration, the recruitment of public servants must be through an impartial process based on the merit system. Accordingly, the Constitution of India has provided for the Union Public Service Commission (UPSC) and the State Public Service Commissions (SPSCs). The Union Public Service Commission and the State Public Service Commissions which are charged with the responsibility of recruitment and management of public services in India are therefore brought into our discussions as an essential part of the course. Since public administrators have been vested with enormous powers and responsibilities, it is also necessary to exercise control over administration. Accordingly, the course discusses the various means of executive, parliamentary and judicial control over administration in India. An important concern in the field of public administration in India is that of civil service neutrality whereby a civil servant is expected to be non-partisan in nature. A related issue in this context is that of committed bureaucracy whereby a civil servant should remain committed to the goals proclaimed by the Constitution of India. Thus the issue of civil service neutrality and commitment is brought into the purview of our discussions in the course. An important aspect of financial administration in any country is that of the budget. Accordingly, the course discusses the budgetary process in India as well as takes into account the issue of performance budgeting in India. The Government of a state functions through its secretariat which is a conglomeration of departments administratively headed by the Secretaries and politically by the Ministers. The course therefore discusses the State Secretariat including the Chief Secretary as the head of the Secretariat.

Talking of Indian administration, the district constitutes an important unit of administration. In this context, the course discusses the history and organisation of district administration in India. Significantly, the course also goes on to discuss the office of the District Collector with reference to role and position of the District Collector as the head of the district administration. It may be mentioned here that in order to ensure accountability in administration and governance, effective machinery for redressing public grievances is a must. In this context, a significant development in the Indian political system has been the enactment of the Right to Information Act, 2005. This Act is intended to make the process of governance more transparent and accountable. Accordingly, the includes a discussion on the machinery for redressal of public grievances in India such as the institutions of Lokpal and Lokayukta and the Right to Information Act, 2005. As India largely inherited an administrative system devised by the British , the need was felt for administrative reforms and for reorganising the administrative system to cope with the changed situation after independence. Accordingly, the course ends with a discussion on the issue of administrative reforms in India with reference to the First and Second Administrative Reforms Commissions constituted by the government.

The course “Public Administration in India” is divided into two blocks- Block 1 and Block 2. Block 1 contains seven units (Units 1-7) and Block 2 contains eight units (Units 8-15).

INTRODUCTION TO BLOCK-1

This is the first block of the first course of Krishna Kanta Handiqui State Open University's B.A. Sixth Semester Programme in Political science. The course is titled "Public Administration in India". The first block of this course contains seven units- (Units 1-7).

- The First Unit introduces the learners to the Evolution of Public Administration in India.
- The Second Unit discusses the Features of Public Administration in India.
- The Third Unit focuses on the issue of Generalists versus Specialists.
- The Fourth Unit deals with Public Services in India.
- The Fifth Unit discusses two important offices, namely, Cabinet Secretariat and PMO.
- The Sixth Unit discusses the Union Public Service Commission (UPSC).
- The Seventh Unit focuses on State Public Service Commissions (SPSCs).

While going through the units of the block, you will find that unit is further divided into certain sections and sub-sections, wherever necessary, for your better understanding. The units carry certain *activities* after a particular section where needed. These "ACTIVITIES" will provide you the opportunity to practically apply your own thoughts based on the knowledge gained from reading the text in a particular section. Besides, in order to give you additional information on certain relevant topics, you will find a category called "LET US KNOW" after the sections in each unit. Another category that has been included at the end of each section of a particular unit is "CHECK YOUR PROGRESS". The purpose of this category is to help you to asses for yourself as to how thoroughly you have understood a particular section. You may then match your answers with "ANSWERS TO CHECK YOUR PROGRESS" given at the end of each unit. The section "FURTHER READING" in each unit contains the names of a few books which you might want to consult if you are intereted in learning more elaborately about the concepts discussed in a particular unit. Furthermore, the category called "MODEL QUESTIONS" is intended to give you a hint of the type of questions you are likely to get in the examination.

UNIT 1: EVOLUTION OF PUBLIC ADMINISTRATION IN INDIA

UNIT STRUCTURE

1.1 Learning Objectives

1.2 Introduction

1.3 Evolution of Public Administration in India

- 1.3.1 Administration in the Ancient Period
- 1.3.2 Administration In the Mughal Period
- 1.3.3 Administration in the British Period
- 1.3.4 Administration in the Post Independent India

1.4 Let Us Sum Up

1.5 Further Reading

1.6 Answers to Check Your Progress

1.7 Model Questions

1.1 LEARNING OBJECTIVES

After going through this unit, you will be able to :

- explain the administration in the ancient period
- explain the administration in the Mughal period
- explain the administration in the British period
- explain the administration in the post independent period

1.2 INTRODUCTION

Public administration in India has evolved through the ages. Each distinct stage of history has made an impact on the fashioning of the nature and structure of the administrative system in India. The evolution of the administrative system in India can be traced back to the ancient period characterized by the monarchical system. Empires like the Mauryan empire played a significant role in the consolidation of the early administrative framework in India. In the subsequent period, the Mughals developed a systematic administrative apparatus in the country. However, the existing system of administration in India could be directly attributed to the British colonial period as the administrative framework of post independent India

is largely based on the structure developed by the British. However, certain modifications have been made to that structure in the post independent period to fulfil the goals enshrined in the Constitution of India.

1.3 EVOLUTION OF PUBLIC ADMINISTRATION IN INDIA

1.3.1 Administration in the Ancient Period

Indian administration as it exists today has its roots in ancient India.During the ancient period, the government was ruled by the king and as such the nature of government was monarchical in nature. In theexecution of governmental function, the monarchical system was prevalent which by nature is highly centralized with the king as the sole authority. During this period, the powers of administration was solely vested in the hands of the king who was assisted by some advisors. One can find reference of such system of administration in the holy epics of Ramayana and Mahabharata and also in Manusmritias well as in Sukraniti. Reference could also be made to Kautilya'sArthasastrawhere a detailed account of such a system is clearly mentioned. In fact, from these ancient scriptures and political treatises we can get an account of the ancient system of administration. In the early Vedicperiod the system of administration was such that people elected their own chief and the chief ran the administration of the tribes. The chief was responsible for protecting the tribes and there were also tribal assemblies. However there was no system of revenue nor there was possession over land. It was during the time of Manu (original name Satyabrata) that we can find the first form of state in ancient India. According to Hinduism, Manu is considered as the first king and progenitor of Hinduism. During his time, the king was considered as divine and he was to look after his subjects ensuring mutual benefit and justice to all. For looking after the people, the king was paid service fees as taxes.

In the later part of the Vedic period as mentioned in the Ramayana,Mahabharat ,Manusmriti and Sukraniti the king was looked upon as the sole administrator and he was being assisted by various people in various capacities holding designations likepurohit,senani,treasurer,steward,spies, messengers, etc.The king was the sole decision maker and justice provider and there were no legal institutions. However, trials were held to deliver justice. But with the passage of time, particularly during the later part of this period, the Indian administrative system was gradually growing and this was very well reflected in Kautilya's Arthasastra .

The major development of Indian administration took place during the Mauryan period where the administrative system was based on the principle of decentralization and empires were divided into provinces, provinces into districts ,districts into rural and urban centres.The Mauryan Empire was divided into provinces which were further sub-divided into districts known as ahars, vishyas and pradeshas. Ashoka's inscriptions refer to pradeshikas as officers charged with the welfare of the pradeshas or districts which constituted important administrative divisions of the Mauryan Empire. Each district possessed good amount of autonomy to carry out and execute its policies. The king was the head and was aided by a council of ministers or mantri-parishad.His functions were varied covering military, judicial, legislative and executive powers. The king was the guardian of the people and was supposed to take care of them.The administrative personnel or civil servants during the Mauryan period were calledamatyas. For dealing with civiland criminal cases there were courts called Dharmasthyas. Later on, a similar model was followedby the Gupta dynasty that succeeded the Mauryan empires. Under the Guptas too, the kingdom was divided into provinces which were again divided into vishyas or mandalas and the officer in-charge of vishayas was called the ayukta or vishayapati.

1.3.2 The Administration in the Mughal Period

The Mughal administration represented astable, systematic and organized system of administration which lasted for more than 300 years. The chief architect of Mughal administration is Akbar who carried forward the administration very effectively from his forefathers Babur and Humayun. The administrative system of the Mughals was more centeredaround providing social service to its subjects particularly in matters of health and welfare. The nature of the state was Islamic and to deliver various administrative functions like taxation,rules,church policy, principles of government, officialswere brought from Iran and Egypt along with a small section of Hindus based on merit. The king was the sovereign authority who was assisted by ministers to discharge various functions. Officials like Diwan-a person in charge of financial mattersand revenue,Mir Bakshi-head of the military department,Mir Saman-the storeincharge,Sadr-us-Sudur-the head of the ecclesiastical and judicial department,were appointed to assist the king in running the administration. The functions of the king was to maintain law and order, safeguard the kingdom, defend its boundaries and collect revenue and taxes.

The system of administration was hierarchical in nature with officials placed in hierarchical principles, that is from high to low. The army of the Mughal empire was based on mansabdari system which was a military unit based on rank or position of military generals. Theterm"mansab" means a person who has a position or ranking in thegovernment. It was Akbar who founded the system. Under this system every civil and military official was given a mansab or position. At the village level, the village headman was given the power to look after issues in villages with subordinates to assist him. Likewise,to look after the large towns and cities, kotwals were appointed. There was also the Wazir who acted as the prime minister and was also the head of the revenue department. The responsibility of supervising revenue collection was in the hands of the chief diwan

under which provincial diwans and their subordinateswere placed. To look after the provinces(subahs) there were the subedar or the governor appointed by the king.Again, to look after the judicial matters there were Sadr and Qazi.

The whole mughal administrative system was divided into subah or provinces, provinces further divided into sarkars, sarkars into parganas and parganas into chaklas.

1.3.3 Administration in the British Period

The existing system of administration in India can be traced back to the East India Company's rulein the country that initially came to the subcontinent for trade and commerceand subsequentlyassuming the status of a government. Lord Cornwallis, the Governor General of India, with a view to achieve a well organized administration,developed the civil service code and regularized the office of the Deputy Collector and also set up the office of the district judge. Owing to his efforts, he is called the fatherof modern civil service. During the tenure of Governor General Lord Wellesley the office of the Chief Secretary (1799) was set up. During this period, the East India Company's officials mainly centered their activities in securing right to interference in the various policy matters of the local kingdoms. Under Governor General Lord Bentick's rule, the office of the Commissioner was established and also sectional arrangement in the secretariat was made. In 1833, the Charter Act was passed and with it, the Governor General of Bengal was appointed as the Governor General of India. The Charter Act of 1833 is considered as the final step towards centralization. In 1844, four departments were set up namely,Finance,Home, Foreign Affairs and Military followed by the Post and Telegraph, Railways and Public Works Department in the latter period. With the setting up of these departments, the British were able to set up a strong base in India.However, the revolt of 1857 transformed the whole system bringing an end to the Company's rule and the whole country was

brought under the British Crown. With this came certain changes like the Governor General was converted to the Viceroy of India,the military was organized on casteand religious basis, etc. In 1860, the Criminal Procedure Code was enacted by the British Parliament under which the criminal justice system in India was broughtunder uniform rules. There was also the formulation of the Arms Act, the Vernacular Press Act,relationship codes,transfer rights, all of which were meant for ensuring smooth functioning of the British administrative mechanism. Again, for incorporating the Indians in civil services, a committee was set up namely, the Aitchison Commission which recommended 25% induction of Indians into Indian Civil Services through competitive examinations. Under the Government of India Act of 1919,the Imperial Civil Service was split into two categories, namely, All India Services and Central Services, thereby replacing the Imperial Civil Service. During the rule of Viceroy Lord Canni ng the portfolio system was introduced where each member of the Viceroy's Executive Council was put in charge of one or more departments.

In 1870 an initiative was taken by Viceroy Lord Mayo to set up local-self government and in 1882 the famous Viceroy Lord Ripon resolution was issued for setting up local self government which continued till 1947. In 1919a bi-cameral system was introduced and during that time powers were separated between centre and provinces. Likewise the Government of India Act 1935 paved the way for provincial autonomy and also for an All IndiaFederation. It also introduced dyarchy (dual government) in the provinces.As per the principle of diarchy, the executive branch of each provincial government was divided into into and popularly authoritarian responsible sections. The first was composed of executive councillors, appointed by the crown. The second was composed of ministers who were chosen by the governor from the elected members of the provincial legislature. These ministers were Indians.With a view to ensure administrative convenience under the

federal set up, subjects were divided into three lists – the Federal List containing 59 subjects, the Provincial List containing 54 subjects related to provinces and the Concurrent List containing 36 subjects meant for both the centre and the provinces. Reference could also be made to the Cabinet Mission Plan on the basis of which an Interim Government was formedwith Pandit Jawaharlal Nehru as its Vice President. Again on 18th July, 1947, the Indian Independence Act was passed following which India became a free nation and on 26th January 1950 a new Constitution was adopted and India became a republic.

1.3.4 Administration in the Post Independent Period

On 15th August, 1947, India became independent and on 26th January 1950, the Constitution of independent India was adopted. No doubt the joy of independent India was visible in every nook and corner of the country, but for administrative convenience it was felt that the British model was very much necessary to meet the administrative needs of the country. Accordingly the same system of British administrative India was followed with some modifications. Certain features of British administration like the parliamentary form of government, federal structure , appointment of Governors for States, the secretarial system, centre-state relations, civil services ,procedure of work, rule of law, local-self government, etc., remained the same.

Independent India is following the same administrative divisions which were established during the British period. The British, for convenience of administration, divided the administration of a Province into a few districts, which in turn were divided into sub-divisions, sub-divisions into circles, circles into mauzas and ultimately mauzas into villages. During the British period, the district was developed as a basic unit of administration. Now also, effective administration of the entire state depends very much upon the performance of the district administration. The district administration

is responsible for implementing all the plans and programmes of the government on matters such as law and order, administration of justice, social security, public health, education, agriculture, etc.The office of the District officer or the District Collector was the creation of the British Government. His office was pivotal in district administration, representing the state government in its locality. Even after independence, the District Collector or the Deputy Commissioner is the most powerful functionary in the district. Other functionaries posted in the district work under his control and supervision. He has great responsibility to carry out the administration of the district efficiently.

But certain administrative reforms were felt and accordingly owing to the need for administrative reforms ,different commissions and committees were set up to suggest reforms so as to meet the changing needs and aspirations of the people like the First Administrative Reforms Commission, the Second Administrative Reforms Commission, etc.



CHECK YOUR PROGRESS

Q 1: According to Hinduism, Manu is considered as the first king. (True/False)

……..

Q 2: The major development of Indian administration took place during the Mauryan period where the administrative system was based on the principle of …….. (Fill in the Blank)

……..

Q 3: Theofficial in charge of financial matters and revenue during the Mughal period was known as what?

……..

Q4: During the tenure of Governor General…… the office of the Chief Secretary (1799) was set up. (Fill in the Blank)

……..

Q 5: Even after independence, the District Collector or the Deputy Commissioner is the most powerful functionary in the district. (True/False)

……..



1.4 LET US SUM UP

- Indian administration as it exists today has its roots in ancient India. During the ancient period, the government was ruled by the king and as such the nature of government was monarchical in nature.
- In the execution of governmental function, the monarchical system was prevalent which by nature is highly centralized with the king as the sole authority. During this period, the powers of administration was solely vested in the hands of the king who was assisted by some advisors.
- One can find reference of such a system of administration in the holy epics of Ramayana and Mahabharata and also in Manusmriti as well as in Sukraniti. Reference could also be made to Kautilya's Arthasastra where a detailed account of such a system is clearly mentioned.
- In the early Vedic period the system of administration was such that people elected their own chief and the chief ran the administration of the tribes. However there was no system of revenue nor there was possession over land.
- It was during the time of Manu (original name Satyabrata) that we can find the first form of state in ancient India. According to Hinduism, Manu is considered as the first king and progenitor of Hinduism.During his time, the king was considered as divine and he was to look after his subjects ensuring mutual benefit and justice to all.
- The major development of Indian administration took place during the Mauryan period where the administrative system was based on the principle of decentralization and empires were divided into

provinces, provinces into districts , districts into rural and urban centres.

- The Mauryan Empire was divided into provinces which were further sub-divided into districts known as ahars, vishyas and pradeshas.
- Ashoka's inscriptions refer to pradeshikas as officers charged with the welfare of the pradeshas or districts which constituted important administrative divisions of the Mauryan Empire.
- The administrative personnel or civil servants during the Mauryan period were calledamatyas. For dealing with civil and criminal cases there were courts called Dharmasthyas. Later on, a similar model was followed by the Gupta dynasty that succeeded the Mauryan empires.
- Under the Guptas too, the kingdom was divided into provinces which were again divided into vishyas or mandalas and the officer in-charge of vishayas was called the ayukta or vishayapati.
- The Mughal administration represented a stable, systematic and organized system of administration which lasted for more than 300 years. The chief architect of Mughal administration is Akbar who carried forward the administration very effectively from his forefathers Babur and Humayun.
- The nature of the state was Islamic and to deliver various administrative functions like taxation, rules, church policy, principles of government, officials were brought from Iran and Egypt along with a small section of Hindus based on merit.
- The king was the sovereign authority who was assisted by ministers to discharge various functions. Officials like Diwan- a person in charge of financial matters and revenue, Mir Bakshi-head of the military department, Mir Saman- the store in charge, Sadr-us-Sudur - the head of the ecclesiastical and judicial department, were appointed to assist the king in running the administration.
- The system of administration was hierarchical in nature with officials placed in hierarchical principles, that is from high to low.

- The army of the Mughal empire was based on mansabdari system which was a military unit based on rank or position of military generals.
- There was also the Wazir who acted as the prime minister and was also the head of the revenue department.
- The whole mughal administrative system was divided into subah or provinces, provinces further divided into sarkars, sarkars into parganas and parganas into chaklas.
- The existing system of administration in India can be traced back to the East India Company's rule in the country that initially came to the subcontinent for trade and commerce and subsequently assuming the status of a government.
- Lord Cornwallis, the Governor General of India, with a view to achieve a well organized administration, developed the civil service code and regularized the office of the Deputy Collector and also set up the office of the district judge. Owing to his efforts, he is called the father of modern civil service.
- During the tenure of Lord Wellesley the office of the Chief Secretary (1799) was set up.
- Under Lord Bentick's rule, the office of the Commissioner was established and also sectional arrangement in the secretariat was made.
- Under the Government of India Act of 1919, the Imperial Civil Service was split into two categories, namely, All India Services and Central Services, thereby replacing the Imperial Civil Service. During the rule of Lord Canning the portfolio system was introduced where each member of the Viceroy's Executive Council was put in charge of one or more departments.
- In 1870 an initiative was taken by Lord Mayo to set up local-self government and in 1882 the famous Lord Ripon resolution was issued for setting up local self government which continued till 1947.
- In 1919 a bi-cameral system was introduced and during that time powers were separated between centre and provinces.

- Likewise the Government of India Act 1935 paved the way for provincial autonomy and also for an All India Federation. It also introduced dyarchy (dual government) in the provinces.
- On 18th July, 1947, the Indian Independence Act was passed following which India became a free nation and on 26th January 1950 a new Constitution was adopted and India became a republic.
- On 15th August, 1945, India became independent and on 26th January 1950, the Constitution of independent India was adopted. For administrative convenience it was felt that the British model was very much necessary to meet the administrative needs of the country. Accordingly the same system of British administrative India was followed with some modifications.
- But certain administrative reforms were felt and accordingly owing to the need for administrative reforms ,different commissions and committees were set up to suggest reforms so as to meet the changing needs and aspirations of the people like the First Administrative Reforms Commission, the Second Administrative Reforms Commission, etc.



1.5 FURTHER READING

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1.6 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: True

Ans to Q No 2: decentralization

Ans to Q No 3: Diwan

Ans to Q No 4: Lord Wellesley

Ans to Q No 5: True



1.7 MODEL QUESTIONS

A) Very Short Questions

Q 1: One can find reference of such system of administration in the holy epics of Ramayana and Mahabharata and also in Manusmriti as well as in Sukraniti.

Q 2: Ashoka's inscriptions refer to pradeshikas as officers charged with the welfare of the pradeshas or districts. (True/False)

Q 3: What were the administrative personnel or civil servants during the Mauryan period were called ?

Q 4: In which year was the Criminal Procedure Code enacted ?

Q 5: Under the Government of India Act of 1919, the Imperial Civil Service was split into which two categories?

Q 6: Mir Bakshi was the head of which department during the Mughal period.

Q 7: Mention the name of the Governor General under whom the portfolio system was introduced.

B) Short Questions (Answer each question in about 150 words)

Q 1: Explain the evolution of public administration in India in the ancient period.

Q 2: Explain the evolution of Indian administration in the post independent period.

C) Long Questions (Answer each question in about 300-500 words)

Q 1: Explain the evolution of public administration in India from the ancient period to the post-independent period.

*** ***** ***

UNIT 2: FEATURES OF PUBLIC ADMINISTRATION IN INDIA

UNIT STRUCTURE

2.1 Learning objectives

2.2 Introduction

2.3 Salient Features of Public Administration in India

2.4 Let Us Sum Up

2.5 Further Reading

2.6 Answers to Check Your Progress

2.7 Model Questions

2.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the main features of the administrative system of independent India
- explain certain important concepts such as development administration, democratic decentralisation, political neutrality, e-governance, etc. in the context of public administration in India

2.2 INTRODUCTION

Administration refers to the machinery of the government which is non-political in nature and which at the same time is administered by the bureaucrats for the purpose of implementing laws and policies. An administrative system necessarily works within the existing political framework in a country. The present administrative system in India was evolved during the East India Company's rule in the country, which initially came to India for trade and commerce but eventually took over the country. Soon after India became independent in August 15,1947, a new constitution was framed which was adopted on 26th January, 1950. The government and administrative apparatus of independent India was based upon the model developed by the British, but of course with some modifications as per the demands of the new situation. This is so because the government of independent India realised that the administrative mechanism developed

by the British was capable of handling the administration in an effective way.

2.3 SALIENT FEATURES OF PUBLIC ADMINISTRATION IN INDIA

The administration of independent India stands committed to enforce the ideals of social, economic, political justice, equality, liberty, unity as well as fraternity as laid down in the Constitution of India. Keeping in view these ideals, attempts are being made to run the Indian administration in such a way so as to realise these ideals. The following are the salient features of public administration in India:

1. Colonial Legacy: The Indian administrative system has a long historical background. The administrative system of present India is the outcome of two major influences-

a) The British colonial administrative tradition, based upon which the units of the administrative system have been devised like divisions, districts, subdivisions, tehsils, circles, etc.

b) The ideals of democratic tradition of welfare state, as reflected in the Constitution of India.

b) The political and the administrative organisations of independent India have been influenced by its past experiences under the British regime. In fact, the administrative mechanism for governance has been to a large extent borrowed from the British model of Indian administration.The influence of the British colonial administrative system on the present structure of Indian administration is still visible. The British colonial administration used to be centralised in nature and was largely regulatory administration.Independent India is following the same administrative divisions which were established during the British period. During the British period, the district was developed as a basic unit of administration. Now also, effective administration of the entire state depends very much upon the performance of the district administration.

After independence, the popular government came to power and the administration was called upon to work hand-in-hand with the elected representatives of the people. Changes were made to adjust the administration to the needs of free and democratic India. The administrative apparatus became a means to achieve the goals of a welfare state. However, despite the change in the philosophy of administration, the basic structure of the administration remained similar to the administration of the British era.

2. Constitutional status and different types: Indian system of civil services enjoys a constitutional status. The civil services enjoy constitutional protection. Change in the political executive does not really affect the status, rights, and privileges of the civil services. There are three types of civil services in India, namely, the All India Services, the Central Services (Group A and Group B), and the State Services. Centralised recruitment is conducted for the first two services while that of the state services are conducted within the state. The All India Services are highly respectable and the most important ones. They serve both the central and state governments. The three All India Services are Indian Administrative Service, Indian Police Service and Indian Forest Service. Recruitment is made through merit based competitive examinations and all appointments to All India Services are made by the President of India. The Central Servicesonly serve the union government. Some of the Central Services include Central Secretariat Service, Indian Foreign Service, Indian Statistical Service, Border Roads Engineering Services,Indian Postal Service, Indian Railway Personnel Service , etc. The State Services serve the respective states and appointments to the State Services are made by the Governor of the particular state. Some of the State Services include Assam Civil Service, Gujarat Administrative Service, etc.Although Indian administration is still dominated by generalist administrators , after independence the need was felt to recruit specialists with new skills and techniques to manage new activities and responsibilities. This has resulted in the growing role of specialists in the administration.

2. Political Neutrality in Administration: Public administration in India is based upon the principle of political neutrality. According to this principle, the public servants are required to act in an impartial manner while implementing the policies of the government. They are required to act in their course of their duties in a politically neutral manner. At the same time, the principle of political neutrality also imposes restrictions on the public servants to actively participate in the political activities so that the government can deliver its functions in an impartial manner.

3. Responsible Administration: One of the most important challenges of public administration in India is to make the administrative system responsible to the people. The Indian administration is accountable to the people and is committed to act in accordance with the objectives laid down in the Preamble to the Constitution.The administration is responsible and answerable to the representatives of the people. Institutional arrangements exist in centre, state and local levels to investigate the functioning of the administration. All kinds of administrative works are under ministerial, parliamentary and judicial control.

4. Law based administration: Public administration in India is based on law and as such the whole system of administration is carried out in accordance with the principles of law. In matters of legality, the decision of the court is final. The court judges whether the administration is carried out in consonance with the principles of law or not and if not the court can declare them as illegal.

5. Flexible administration: The Indian administrative system is open to change and as such it is flexible in nature. The various reforms in administration since independence with a view to make the administrative system effective is a reflection of this element of changeability and flexibility. There has been a continuous effort to mould the administrative system in accordance with the changing scenario.

6. Integrated administrative system: Indianadministration is an integrated one in the sense that the executive authority of the union government is in the hands of the President. Each department of government is under the

charge of a secretary and each ministry is headed by a minister and above the minister is the cabinet and the prime minister. The main objective is to ensure maximum cooperation and coordination in administration.

7.Development administration: Another feature of Indian administration is that our administrative system is committed to achieve the goal of development administration which lays emphasis on change in social, economic as well as political aspects of society. Development administration is change oriented and welfare oriented administration.Importance is given to public relations and administration must play a key role in this regard with the aim of attaining public cooperation. The very premise of development administration is related to policy programme, planning and projects. Development Administration is a change-oriented administration. Traditional administration was oriented towards the maintenance of stability and status quo. Thus, a development administrative system would be dynamic and not 'static'. The change is actually a strategy for increasing the coping ability of an administrative system in relation to its external environment. Development administration aims at establishing a new social order in which growth and distributive justice prevails side by side. Accordingly, development administration involves bringing about structural reorganization of administration, launching innovative programmes to remove unemployment, increasing industrial and agricultural productivity, eradication of poverty, etc.

Development administration is "goal-oriented" administration. It is the means through which the goals of development like social justice, modernisation, industrialisation and economic growth can be achieved. As developing countries are facing a host of socio-economic problems, the administration has to set definite priorities and goals and aim at achieving the same within stipulated targets. Development administration is the means through which the goals of development are achieved. These goals include equity, social justice, modernisation, equitable distribution of income and wealth, increasing industrial and agricultural growth, generation of employment, etc.

8.System of reservation : Indian administrative system subscribes to the principle of reservation, so as to ensure that the backward as well as the weaker sections of the society such as the scheduled castes as well as the scheduled tribes and other backward classes are not deprived of representation in administration. Thus, recruitment to public posts in India makes reservation for Scheduled Castes and Classes and other backward classes as well as for women.

9.Democratic decentralisation: The administrative mechanism in India is based upon the principle of democratic decentralisation. These institutions help to percolate democracy to the grassroots level. According to the principle of decentralisation, powers are transferred from upper levels to lower levels. In the India, the principles of decentralisation is reflected in the mechanism of a three-tier Panchayati Raj system for rural areas brought into effect by the Constitution 73rd Amendment Act, 1992. Similarly, for urban areas, the 74th Amendment has accorded recognition to urban local self-governing institutions. The local self governing institutions have been devised to look after various issues at different levels below the level of the district.

10. Uniformity in administration:A distinctive feature of the administrative system in India is the noteworthy measure of uniformity in administration that prevails through administration in all states of the country. There is uniformity at all levels, both at the union as well as state levels in administration. Right from the village level to the central level, the same general features are visible.

11. E – governance: The administrative system in India has also adopted and incorporated the concept ofelectronic governance or e- governance. E-governance is based on the principle of anytime and anywhere availability of governance. The objective of e governance is to offer all government related services online.E-governance is the application of information and communication technology (ICT) for delivering government services and covers the dimensions of government-to-citizen (G2C), government-to-business (G2B), government-to-government (G2G), government-to-employees (G2E). Through e-governance, citizens can avail themselves

of government services in a convenient, efficient,speedy and transparent manner.

From the above discussion, it can be stated that the administrative system in India is looked upon as means to achieve the objectives laid down in the Constitution and as such the system has been devised to realise the same. We can thus say that the present administrative structure has withstood the test of time and has evolved over the years.



CHECK YOUR PROGRESS

Q 1: Explain any two features of public administration in India.

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Q 2: Write the meaning of e-governance.

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2.4 LET US SUM UP

- The administration of independent India stands committed to enforce the ideals of social, economic, political justice, equality, liberty, unity as well as fraternity as laid down in the Constitution of India. Keeping in view these ideals, attempts are being made to run the Indian administration in such a way so as to realise these ideals. The following are the salient features of public administration in India:
- The Indian administrative system has a long historical background. The administrative system of present India is the outcome of two major influences- a) The British colonial administrative tradition, based upon which the units of administrative system are devised like division, subdivision, district, tehsil, etc.; b) The ideals of

democratic tradition of welfare state, as reflected in the Constitution of India.

- Indian system of civil services enjoys a constitutional status. The civil services enjoy constitutional protection. Change in the political executive does not really affect the status, rights, and privileges of the civil services. There are three types of civil services in India, namely, the All India Services, the Central Services (Group A and Group B), and the State Services.
- Public administration in India is based upon the principle of political neutrality. According to this principle, the public servants are required to act in an impartial manner while implementing the policies of the government.
- One of the most important challenges of public administration in India is to make the administrative system responsible to the people. The Indian administration is accountable to the people and is committed to act in accordance with the objectives laid down in the Preamble to the Constitution.
- Public administration in India is based on law and as such the whole system of administration is carried out in accordance with the principles of law. The court judges whether the administration is carried out in consonance with the principles of law or not and if not the court can declare them as illegal.
- The Indian administrative system is open to change and as such it is flexible in nature. The various reforms in administration since independence with a view to make the administrative system effective is a reflection of this element of changeability and flexibility.
- Indian administration is an integrated one in the sense that the executive authority of the union government is in the hands of the President. Each department of government is under the charge of a secretary and each ministry is headed by a minister and above the minister is the cabinet and the prime minister.
- Another feature of Indian administration is that our administrative system is committed to achieve the goal of development

administration which lays emphasis on change in social, economic as well as political aspects of society. Development administration is change oriented and welfare oriented administration.

- Indian administrative system subscribes to the principle of reservation, so as to ensure that the backward as well as the weaker sections of the society such as the scheduled castes as well as the scheduled tribes and other backward classes are not deprived of representation in administration.
- The administrative mechanism in India is based upon the principle of democratic decentralisation. These institutions help to percolate democracy to the grassroots level. According to the principle of decentralisation, powers are transferred from upper levels to lower levels.
- A distinctive feature of the administrative system in India is the noteworthy measure of uniformity in administration that prevails through administration in all states of the country. There is uniformity at all levels, both at the union as well as state levels in administration.
- The administrative system in India has also adopted and incorporated the concept of electronic governance or e- governance . E-governance is based on the principle of anytime and anywhere availability of governance. The objective of e governance is to offer all government related services online.



2.5 FURTHER READING

1) Avasthi, Amreswar, & Avasthi, Anand Prakash (1999).*Indian Administration.* Agra:Lakshmi Narain Agarwal.
2) Bhagwan, Vishnoo, & Bhushan, Vidya.(2007). *Public Administration*. New Delhi:S.Chand & Company Ltd.
4) Maheshwari, S.R. (2003). *Indian Administration*. New Delhi:Orient Longman.
5) Sharma, Dr.M.P. , & Sadana, Dr.B.L. (2000). *Public Administration in Theory and Practice.* Allahabad: Kitab Mahal.



2.6 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q no 1:

(a) Integrated administrative system: Indian administration is an integrated one in the sense that the executive authority of the union government is in the hands of the President. Each department of government is under the charge of a secretary and each ministry is headed by a minister and above the minister is the cabinet and the prime minister. The main objective is to ensure maximum cooperation and coordination in administration.

(b) Development administration: Another feature of Indian administration is that our administrative system is committed to achieve the goal of development administration which lays emphasis on change in social, economic as well as political aspects of society. Development administration is change oriented and welfare oriented administration. Importance is given to public relations and administration must play a key role in this regard with the aim of attaining public cooperation. The very premise of development administration is related to policy programme, planning and projects. Development Administration is a change-oriented administration. Traditional administration was oriented towards the maintenance of stability and status quo. Thus, a development administrative system would be dynamic and not 'static'. The change is actually a strategy for increasing the coping ability of an administrative system in relation to its external environment. Development administration aims at establishing a new social order in which growth and distributive justice prevails side by side. Accordingly, development administration involves bringing about structural reorganization of administration, launching innovative programmes to remove unemployment, increasing industrial and agricultural productivity, eradication of poverty, etc.

Ans to Q no 2:E-governance is based on the principle of anytime and anywhere availability of governance. The objective of e governance is

to offer all government related services online. E-governance is the application of information and communication technology (ICT) for delivering government services and covers the dimensions of government-to-citizen (G2C), government-to-business (G2B), government-to-government (G2G), government-to-employees (G2E). Through e-governance, citizens can avail themselves of government services in a convenient, efficient, speedy and transparent manner



2.7 MODEL QUESTIONS

A) Very Short Questions

Q 1: Mention any two All India Services.

Q 2: Mention the name of any State Service.

B) Short Questions (Answer each question in about 150 words)

Q 1: Write about Development Administration as a feature of Public Administration in India.

Q 2: Write about Democratic Decentralisation as a feature of Public Administration in India.

C) Long Questions (Answer each question in about 300-500 words)

Q 1: Discuss any six features of public administration in India.

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UNIT 3: GENERALISTS VERSUS SPECIALISTS

UNIT STRUCTURE

3.1 Learning Objectives

3.2 Meaning of Generalists and Specialists

3.3 Meaning of Generalists and Specialists; Background of the Generalist versus Specialist Controversy in India

- 3.3.1 Meaning of Generalists and Specialists
- 3.3.2 Background of the Generalist versus Specialist Controversy in India

3.4 Arguments in favour of the Generalists and Arguments in favour of the Specialists

- 3.4.1 Arguments in favour of the Generalists
- 3.4.1 Arguments in favour of the Specialists
- 3.4.1 Administrative Reforms Commission's View

3.5 Let Us Sum Up

3.6 Further Reading

3.7 Answers to Check Your Progress

3.8 Model Questions

3.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the meaning of generalists and specialists
- discuss the background of the generalists versus specialists controversy
- explain the arguments in favour of generalists and the arguments in favour of specialists
- explain the Administrative Reforms Commission's view

3.2 INTRODUCTION

For a long time, a controversy has been raging among the scholars and administrators alike regarding the position and role of the general administrators and functional specialists in the public service. As early as 1958, in Britain, Professor James Fesler recorded the existence of this

controversy in administration. Subsequently, the Fulton Report in 1968 on British administrative reforms tried to deal with the issue. India also, which follows the British model of administration has been facing this problem since independence. It has attracted the attention of our Prime Ministers, study teams, administrative commissions etc. The dilemma, which our administration is facing, was referred to by our late Prime Minister Shri Rajiv Gandhi as late as May 1986. While addressing a conference of directors of national laboratories of the Council of Scientific and Industrial Research at New Delhi, he remarked, "…… if the best scientists were put in charge of administration, we lose a scientist and perhaps we don't even gain in administration…."

3.3 MEANING OF GENERALISTS AND SPECIALISTS; BACKGROUND OF THE GENERALIST VERSUS SPECIALIST CONTROVERSY IN INDIA

3.3.1 Meaning of Generalists and Specialists

The terms "generalist" and "specialist" are well understood terms in science and technology. A generalist is one who has a bird's eye-view knowledge (broad understanding) of science or technology. He or she may not have specialized knowledge regarding a particular field but takes a comprehensive view of the problem and can render advice in general. A generalist is concerned with the higher co-ordination and facilitation of operations. Generally, he or she functions in the higher levels of middle management or in the lower levels of top management. In Great Britain such a class of services is called Administrative Class. A Generalist entrant to civil service would have graduated in literature or history or social sciences, or physical or biological science or mathematics, or commerce or accountancy, or a technical subject like engineering or medicine. On the strength of his/her subjects at graduation, a generalist usually performs POSDCORB functions (Planning, Organising, Supervising, Directing, Co-Ordinating, Reporting and Budgeting).

A specialist, on the other hand, is equipped with knowledge in depth in one particular branch or sector. He or she generally probes

deeper and deeper into his or her limited field. The specialist by the nature of his or her work is more focused and specialised. His or her interest lies only in a small sector of a specialized branch and he or she persistently probes into that sector in depth. He or she does not look at the problem from a broad angle at all. Unlike that of a generalist, he or she cannot go down from the whole to the part. The specialist has been described in a somewhat derogatory manner as a ‘‘person who knows more and more about less and less.”

3.3.2 Background of the Generalist versus Specialist controversy in India

The controversy over the role of the generalist and the specialist in administration is as old as administration itself. The generalist administrator is considered as the legacy of the British rule who used to appoint youths of the aristocratic families equipped with liberal education which could help them to lend wholehearted support to the colonial rule. Those youths who belonged to the Indian Civil Service (ICS), became the guardians of the imperial rule in every nook and corner of the British colonial rule. They were trained to work like an autocrat and keep up the dignity of their prestigious position. The ICS cadre of the colonial administration has been succeeded by the Indian Administrative Service (IAS) in the independent India. In independent India, these IAS officers were supposed to be instrumental in promoting national integration and neutralizing the divergent regional pulls. It was planned that the IAS officers would move from districts to state capitals, from there to the Central Secretariat and then back again. These IAS officers became the backbone of the administration and occupied the highest positions in the administration. However, the controversy over the positions of Generalists v/s Specialists emerged when the Government of India, due to the expansion of the developmental activities, forced to appoint into its services the technocrats, the scientists, the engineers, technicians and doctors etc. In the era of national reconstruction and development (post independent period),

there was rapid and multi-directional expansion of governmental activities. These technocrats made a substantial contribution to the country's developmental efforts but they could not attain the coveted top positions in the central administration. This has led to the controversy as to why not the technocrats be allowed to hold the highest positions in the administrative hierarchy? Today, administration is no longer a simple affair which can be handled solely by a person equipped with liberal education. The Generalists alone cannot singlehandedly manage the administrative complexities of the modern day. Modern complicated administrative processes require a clear cut statement of service rules and conditions. A Specialist abreast of these written codes or rules and regulations can do as good as a Generalist in running modern administration.

The Generalists v/s Specialists controversy has reached new heights in India due to competition for senior and top management posts in public sector enterprises. Moreover, a new dimension was added to this problem ever since the publication of the Administrative Reforms Commissions Report (1966). The report states that the Indian Administrative Service shall no more be a generalist service but shall have a purely functional role. If this recommendation is accepted, there will be only specialists and not generalists in this service.



CHECK YOUR PROGRESS

Q 1: Explain the meaning of Generalists.

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Q 2: A specialist, on the other hand, is equipped with knowledge in depth in one particular branch or sector. (True/ False)

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3.4 ARGUMENTS IN FAVOUR OF THE GENERALISTS; ARGUMENTS IN FAVOUR OF THE SPECIALISTS

3.4.1 Arguments in favour of the Generalists

1. A generalist is known for broad vision and capacity for leadership. He or she possesses imagination, drive, initiative and enterprise for quick decisions. As such he or she alone can advice the Minister on political aspects of a plan, the technical aspects of which have already been taken care of at comparatively lower levels. On the other hand, an expert or a technocrat has myopic vision and a stereotyped mentality. Hence, his or her specialized knowledge may prove as a liability rather than an asset. This specialized knowledge may rob him of the proper perspective when envisaging the plan. At the higher level, general rather than technical knowledge is essential for getting things done.

2. It is argued that the decisions and plans proposed by the generalists are easily understandable to the lower level officials thus such can be easily carried out by the lower level administrative machinery.

3. A generalist clears the mess created by the minister, the legislators and the experts and quells the mob fury which may prove detrimental to the country. The generalists support the ministers by providing them with strong and logical answers when they face the questions in the House. Meeting of such situations requires tactfulness, a broader angle of vision and flexibility which the specialists generally are found lacking.

4. It is contended that a Generalist is comparatively more suited for the Secretariat and departmental posts in the States and at the Centre, as he has to play the role of an adviser to the elected Government. An adviser must be acquainted with the whole spread of problem before he or she renders advice to the Government on important policy matters. In the words of Sivaraman, “Unless the adviser has the experience and the knowledge of the field at grass roots and at the same time has a broad grasp of administration as a whole in the State, his advice is valueless.”

5. The protagonists of the generalists stated that an All India cadre approach alone suits India’s federal structure. The States

generally express their resentment over those Central policies which fail to address the local problems which do not address the area disparities. A Federation in a vast country like India is bound to be a failure if the adviser at the Centre is not aware of the ground realities in any part of the country. A Generalist who is supposed to work in any part of the country possesses a detailed knowledge of the field. Hence he or she will be able to cater to the needs of the masses more properly.

6. The Generalist alone is competent enough to hold management positions in public sector enterprise. The manager in a public sector, in fact, has to exercise some art of administration on which the Generalists are well acquainted.

7. The Generalist is apt to prove better than the Specialist as the field of the vision of the specialist is narrower than that of the Generalist. Moreover, in-service training can enable the Generalist to be in tune with the times and cope with the ever-increasing field of operation.

8. The Generalist suits a democratic set-up. He or she is open to convictions and ethical nroms. As such, he or she will not have the tendency of idulging in corruption. He or she will be more co-operative with the ministers and accept the superiority of the political boss unreluctantly.

3.4.2 Arguments in favour of the Specialists

The protagonists of the Specialists hold the following arguments in favour of the Specialists to head a department over the Generalists-

1. It is contended that appointing a Generalist as the Secretary of a Government department concerned with technical subjects, to assist a Minister who is himself or herself a layperson is like the blind leading the blind for instance. The Generalist who himself has no technical knowledge, is supposed to advise the Minister who is himself or herself is a layperson. It is apt to affect adversely the working of the Department.

2. It is wrong to presume that a Generalist has a monopoly of good sense and he or she alone can evaluate and co-ordinate plans and projects and understand their economic and political implications. Further, it is a myth promoted by the Generalist that he or she alone can make things intelligible to the people. The Specialist is no less intelligent than the Generalist. In fact, due to their rigorous and intensive training, the Specialists are more capable of handling the plans and projects and dealing with the masses. The Generalists lack such expertise due to their frequent mobility from one department to the other.

3. It is further asserted that the public sector enterprises headed by the Generalists have become breeding centres of gross mismanagement as compared to the other institutions headed by the technical experts. Due to mismanagement, the public sector enterprises are suffering heavy losses. On the other hand, the institutions headed by a specialists i.e. Atomic Energy Commission headed by scientist like Dr. Bhabha make the nation proud.

4. The critics do not accept the version that the Generalist alone can look into the financial and political aspects of the problems. The political aspect of a problem is not the concern of administrative leadership. It falls in the domain of political leadership i.e. the ministers. The financial aspect can be looked into better by a financial expert rather than a layman Generalist.

5. It is pointed out that due to the emergence of a welfare state, the role of the administrator has undergone a change. He or she is no longer concerned simply with the maintenance of law and order and supervising those working under him or her. He or she is to perform welfare functions on behalf of the Government. This has resulted in inflating his or her ego and adding to his or she sense of self-importance. Hence, he or she stands alienated from the people. The Government of independent India is described as a Government of the bureaucracy, by the bureaucracy and for the bureaucracy. It has failed to adapt itself to the evolving welfare society. Hence, a Generalist must be replaced by a Specialist who alone can keep pace with the challenges of the fast moving technological world.

6. The supporters of Specialists argue that the specialist who trains himself or herself to deal with his or her specialization in depth and has more interest in the art of analysis should not be relegated to the position of comparative inferiority in the policy making hierarchy. He or she should be assigned a role commensurate with his or her capability and technical expertise.

7. A Specialist as an adviser to a layman politician may prove better. He may not be a mere yesman. On account of his expertise and professional training he may succeed in convincing the political chief and thus follow a correct line of action. Such an ideal combination of layman and experts may result in the efficient functioning of democracy.

8. The critics are not prepared to accept the theory of Generalist having a comprehensive grasp of the entire field of administration. Such administrators are rarely born. They can never be so built up by any known method of administrative development. Hence, it is better to bring experts in several sectors together in order to analyse administrative problems and evolve solutions.

3.4.3 Administrative Reforms Commission's View

The Administrative Reforms Commission 1966, in India appraised the problem of Generalist v/s Specialist in its report on Personnel Administration. It realized the necessity of the change in the role of the Government and keeping in view the great diversification of its functions called for induction of a variety of skills in the higher administration. The Administrative Reforms Commission (ARC) made the following observations in this direction:

a) A rational system of filling policy-making positions with those possessing the required qualifications and competence needs to be devised. This will mean a fuller use of different services for Secretariat work.

b) Senior management posts may be selected from all the relevant sources- the Generalists and the Specialists. The talent needs to be discovered and developed in all the cadres.

c) Rational pay structure should be adopted so as to reflect actual responsibilities borne in each job.

d) Greater scope needs to be created for talent in the lower ranks to move up to higher positions in the civil service on the basis of competence and performance.

e) The First ARC classified the higher civil service posts into two categories: (a) posts in the field and (b) posts at headquarters. The field posts were held by the members of the 'functional' services, which included not only the various engineering services but also services such as Accounts and Income Tax. The Commission noted that the only service that was not functional but occupied most of the higher posts in the civil services was the IAS. The Commission recommended that the IAS should also be converted into a functional service.

The ARC rightly concluded that, the Generalist does occupy an important place in the scheme of things; so does the Specialist, the Scientist and the Technologist. The ARC observed that the twin purposes of good and effective administration needs the devoted services of the Specialists no less than those of the Generalists.

The observations made by the ARC are worth considering. The ARC rightly observed the problem. Too much reliance on the Generalist is detrimental to the interest of efficiency of administration and consequently insidious to the interests of the common people. There is a dire need of inducting the specialists and technical personnel in the top government services. However, they may they may be assigned only advisory role and not be integrated into the decision making hierarchy as they may fail to handle men and matters involved in relationship with other departments. Therefore, it can be said that the administrative services must no longer remain the close preserve of a handful of Generalists. A maximum utilization of all available talent necessitates the abolition of artificial discrimination between the Generalists and the Specialists. The Government should pay adequate attention to the recommendations of the ARC and accord a rightful place to the Specialists which they richly deserve. To mitigate the Generalist v/s Specialist debate inter-service co-

operation must be established. Such co-operation will prove fruitful and productive if it is based on mutual respect and profound regard for each other rather than a sense of superiority or inferiority. Mutual respect and reciprocity is possible if proper status is conferred upon the hitherto neglected Specialists.

The future administrators should be a blend of 'a modest measure of technical competence' and a high degree of administrative skill. Efforts may also be made to choose Generalist administrators out of Specialists who have exhibited administrative acumen.



CHECK YOUR PROGRESS

Q 3: Mention any two arguments for the Generalists.

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Q 4: Mention any two arguments for the Specialists.

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3.5 LET US SUM UP

- The terms "generalist" and "specialist" are well understood terms in science and technology. A Generalist is one who has a bird's eye-view knowledge (broad understanding) of science or technology. He or she may not have specialized knowledge regarding a particular field but takes a comprehensive view of the problem and can render advice in general.
- A specialist, on the other hand, is equipped with knowledge in depth in one particular branch or sector. He generally probes deeper and deeper into his limited field. The specialist by the nature of his or her work is more focused and specialised.

- The controversy over the role of the generalist and the specialist in administration is as old as administration itself. The generalist administrator is considered as the legacy of the British rule.
- Those youths who belonged to the Indian Civil Service (ICS), became the guardians of the imperial rule in every nook and corner of the British colonial rule. They were trained to work like an autocrat and keep up the dignity of their prestigious position.
- The ICS cadre of the colonial administration has been succeeded by the Indian Administrative Service (IAS) in the independent India. In independent India, these IAS officers were supposed to be instrumental in promoting national integration and neutralizing the divergent regional pulls.
- It was planned that the IAS officers would move from districts to state capitals, from there to the Central Secretariat and then back again. These IAS officers became the backbone of the administration and occupied the highest positions in the administration.
- However, the controversy over the positions of Generalists v/s Specialists emerged when the Government of India, due to the expansion of the developmental activities, forced to appoint into its services the technocrats, the scientists, the engineers, technicians and doctors etc.
- In the era of national reconstruction and development (post independent period), there was rapid and multi-directional expansion of governmental activities. These technocrats made a substantial contribution to the country's developmental efforts but they could not attain the coveted top positions in the central administration.
- Today, administration is no longer a simple affair which can be handled by a person equipped with liberal education. Modern complicated administrative processes require a clear cut statement of service rules and conditions. A Specialist abreast of these written codes or rules and regulations can do as good as a Generalist in running modern administration.
- The Generalists v/s Specialists controversy has reached new heights in India due to competition for senior and top management posts in public sector enterprises. Moreover, a new dimension was added to this problem ever since the publication of the Administrative Reforms Commissions Report (1966).

- The report states that the Indian Administrative Service shall no more be a generalist service but shall have a purely functional role. If this recommendation is accepted, there will be only specialists not generalists in this service.
- The future administrators should be a blend of 'a modest measure of technical competence' and a high degree of administrative skill. Efforts may also be made to choose Generalist administrators out of Specialists who have exhibited administrative acumen.



3.6 FURTHER READING

1) Avasthi, Amreswar, & Avasthi, Anand Prakash (1999).*Indian Administration.* Agra:Lakshmi Narain Agarwal.

2) Bhagwan, Vishnoo, & Bhushan, Vidya.(2007). *Public Administration*. New Delhi:S.Chand & Company Ltd.

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5) Sharma, Dr.M.P. , & Sadana, Dr.B.L. (2000). *Public Administration in Theory and Practice.* Allahabad: Kitab Mahal.



3.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1:

The terms "generalist" and "specialist" are well understood terms in science and technology. A generalist is one who has a bird's eye-view knowledge (broad understanding) of science or technology. He or she may not have specialized knowledge regarding a particular field but takes a comprehensive view of the problem and can render advice in general. A generalist is concerned with the higher co-ordination and facilitation of operations. Generally, he or she functions in the higher levels of middle management or in the lower levels of top management. In Great Britain such a class of services is called Administrative Class. A Generalist entrant to civil service would have graduated in literature

or history or social sciences, or physical or biological science or mathematics, or commerce or accountancy, or a technical subject like engineering or medicine. On the strength of his/her subjects at graduation, a generalist usually performs POSDCORB functions (Planning, organising, supervising, directing, coordinating, reporting and budgeting).

Ans to Q No 2: True

Ans to Q No 3:

(i) The protagonists of the generalists stated that an All India cadre approach alone suits India's federal structure. The States generally expresses their resentment over those Central policies which fail to address the local problems and do not address the area disparities. A Federation in a vast country like India is bound to be a failure if the adviser at the Centre is not aware of the ground realities. A Generalist who is supposed to work in any part of the country possesses a detailed knowledge of the field. Hence, he or she will be able to cater to the needs of the masses more properly.

(ii) The Generalist alone is competent enough to hold management positions in public sector enterprise. The manager in a public sector, in fact, has to exercise some art of administration on which the Generalists are well acquainted.

Ans to Q No 4:

(i) The supporters of Specialists argued that the specialist who trains himself or herself to deal with his or her specialization in depth and has more interest in the art of analysis should not be relegated to the position of comparative inferiority in the policy making hierarchy. He or she should be assigned a role commensurate with his capability and technical expertise.

(ii) A Specialist as an adviser to a layman politician may prove better. He or she may not be a mere ''yesman''. On account of his expertise and professional training he may succeed in convincing the political chief and thus follow a correct line of action. Such an ideal combination of layman and experts may result in efficient functioning of democracy.



3.8 MODEL QUESTIONS

A) Very Short Questions

Q 1: The I,C,S, cadre of the colonial administration has been succeeded by the Indian Administrative Service (IAS) in the independent India. (True/ False)

……

Q 2: The youths who belonged to the ……, became the guardians of the imperial rule in every nook and corner of the British colonial rule. (Fill in the Blank)

B) Short Questions (Answer each question in about 150 words)

Q 1: Define the meaning of the terms ‘‘Generalist’’ and ‘‘Specialist’’ used in the debate in Generalists v/s Specialists.

Q 2: Do you agree with the argument that Generalists should get prominence in administration just because they possess a broad view about administration?

Q 3: Do you think that the nature of the work of the government requires a generalist administrator? Give arguments.

Q 4: In your opinion can the Specialist can play a leading role in welfare administration?

C) Long Questions (Answer each question in about 300-500 words)

Q 1: Define the terms ‘‘Generalist’’ and ‘‘Specialist’’. Give arguments in favour of the need of the Generalists in Administration.

Q 2: What are the arguments in favour of the need of the Specialists in Administration?

Q 3: Discuss the Generalist v/s Specialist debate with special reference to the Administrative Reforms Commission Report of 1968.

Q 4: Give a brief account of origin of the Generalist v/s Specialist debate in Indian administration.

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UNIT 4: PUBLIC SERVICES IN INDIA

UNIT STRUCTURE

4.1 Learning objectives

4.2 Introduction

4.3 Political Executive and Permanent Executive in India

4.4 Public Services in India: All India Services, Central Civil Services and State Services

4.5 Let Us Sum Up

4.6 Further Reading

4.7 Answers to Check Your Progress

4.8 Model Questions

4.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the meaning of political executive
- explain the meaning of permanent executive
- discuss the history of civil service in India
- discuss the various types of public services in India

4.2 INTRODUCTION

We all know that one of the important organs of the government is the executive. The legislature makes laws for the welfare of the people and it is the executive which implements them so that people really get benefit out of the laws. The executive is of two types–political executive and permanent executive. Political executive refers to the ministers who are the elected representatives of the people and are amateurs in the field of administration. On the other hand, permanent executive refers to the civil servants who are experts in administrative matters. In this unit, we shall discuss political executive and permanent executive in the context of India. We shall also discuss the various public services in India.

4.3 POLITICAL EXECUTIVE AND PERMANENT EXECUTIVE IN INDIA

In Indian administration there are two types of executives- political executive and permanent or non-political executive. The Political executive is constituted by the ministers who serve office for a limited period of time. The Ministers are elected representatives of the people and thus they are not permanent in their office. They get out of power when their government is not in power. The political executive or the Ministers are the heads of administrative departments. They take the main policy decisions. They decide the overall framework and objectives on which policies are made.

On the other hand, the permanent executive is constituted by the career civil servants or bureaucrats who remain in office for the entire period of their careers. They remain in office even when there takes place a change in the government and a new government comes to power. The permanent executives or the civil servants are selected not elected. They are selected by a procedure of examinations conducted by the statutory body created for this purpose such as the Union Public Service Commission or State Civil Service Commissions in India. These permanent executives hold their administrative positions until their age of retirement. They cannot be removed from office except as per the procedure mentioned in the Constitution or as per any law passed by the legislative bodies.

In a welfare state, the state administration has a bigger role to play to foster all round development. As such, the role of a minister as the head of an administrative department is of vital importance. However, usually the ministers are amateurs in the field of administration. They might lack the knowledge and competence in running the administration, especially in the case of newly appointed ministers. It is because they assume office simply by winning an election. They are not in the office by any professional competence. Most of the ministers do not know about the technicalities of an administrative department. Therefore, to run the department entrusted to a minister, he or she becomes heavily dependent upon the civil servants. It is because the civil servants, on account of the rigorous training that they receive after their recruitment and the vast experience that they gain during

the course of their service become fully acquainted with the ins and outs of the department. In fact, the civil servants advise the ministers and lay down the policy and the ministers, in most cases, sign on the dotted lines. Sometimes, the ministers lay down the broad outlines of policy and the civil servants chalk out the details. Administration requires tact, courage and skill which of course the civil servants acquire through their experiences. If they find a particular policy unworkable, they may point out the flaw to the minister and suggest modifications in the policy.

Thus, from the above it is clear that there must be a perfect relationship between the political and permanent executives. Without proper co-ordination between the two executives in a department, the administration will fail to deliver the service to the people for which the political executive will definitely have to answer the public during election. So, an efficient administration requires perfect coordination between the political and permanent executives.



CHECK YOUR PROGRESS

Q 1: In Indian administration there are two types of executives- political executive and permanent or non-political executive. (True/False)

……

……

Q 2: ……. is constituted by the ministers who serve office for a limited period of time. (Fill in the Blank)

……

……

4.4 PUBLIC SERVICES IN INDIA: ALL INDIA SERVICES, CENTRAL CIVIL SERVICES, STATE SERVICES

4.4.1 History of Civil Service in India

Public administration is concerned with policy formulation and implementation and management of public affairs by competent civil servants who constitute public services or civil services. The term

'civil service' has been defined by Herman Finer as a 'professional body of officials, permanent, paid and skilled.' The civil service is the backbone of the administrative system. They implement the law from one end of the country to the other and brings people into contact with the government. Thus, the civil service performs vital administrative functions for the smooth conduct of state business.

The modern civil service emerged in India during the rule of the British East India Company. The employees of the East India Company were called its servants and those who conducted its trade overseas were called civil servants so as to distinguish them from those whose duties were of a naval or military nature. The East India Company started the Covenanted Civil Services. The members of the Covenanted Civil Services members had to sign covenants (contracts) with the East India Company's Board. Lord Cornwallis, who was the Governor-General of India, is regarded as the Father of civil services in India. He had introduced the Covenanted Civil Services (consisted of higher civil services and comprised exclusively of Europeans) and the Uncovenanted Civil Services (consisted of higher civil services to which Indians could also apply). Later when the British government took over administration from the East India Company, the higher civil service in India came to be called the Imperial Civil Service. The Imperial Civil Service was headed by the Secretary of State for India.

In 1854, the Macaulay Committee recommended that appointment to the civil services should be based on a merit-based system rather than patronage. Accordingly, after the transfer of power from the East India Company to the British government, recruitment to the ICS was based on merit and was done only through a competitive examination. The first competitive exam was held in 1855. During the initial stage of colonial administration, Indians were denied any position in the higher public services. In 1886, the Aitchison Commission established under the chairmanship of Sir C.U.Aitchison recommended the appointment of Indians in public

service. Further, on the basis of the recommendation of the Aitchison Commission, the Provincial Civil Service (PCS) was created in 1892. The Government of India Act, 1919 the Imperial Civil Service was split into two groups of services, namely the All India Services and the Central Services, thereby replacing the Imperial Civil Service. Some of the All India Services include the Indian Civil Service, the Indian Police Service, the Indian Forest Service, the Indian Educational Service, the Indian Agricultural Service, the Indian Medical Service (Civil), etc. The Act provided for the establishment of the Public Service Commission of India to conduct examinations in India for the recruitment to the All-India and Central Services. The All-India Services were ultimately responsible to the Government of India and to the Secretary of State.

In 1923, the British Government appointed the Royal Commission under the chairmanship of Viscount Lee to examine the issue of all-India services and other matters such as Indianisation of services. The Lee commission submitted its report in 1924 and recommended, among other things, for retention of the all-India services to which appointments were made by the Secretary of State. The recommendation made by the Lee commission was accepted by the British Government. Further some reformations to civil services were made in the Government of India Act, 1935. The Act listed only three all-India services. These were: i) the Indian Civil Service ii) the Indian Police Service and iii) The Indian Medical Service (civil). The Act also provided for the establishment of a Federal Public Service Commission, provincial commissions and a common commission for two or more provinces.

The question of having All India Services again came to the forefront when in 1946 independence of the country appeared to be in sight. An interim government was formed in 1946 with Pt.Jawaharlal Nehru as the Prime Minister and Sardar Vallabhai Patel the Home Minister. The question became urgent because the Secretary of States for India had stopped recruitment to the ICS and

IPS during the time of the Second World War. Even after the end of the war, the recruitment could not be resumed due to the changes taking place at that time. To choose the administrative system the then Home Minister, Sardar Patel convened a conference of provincial premiers in October, 1946. In that conference, Sardar Patel expressed the desire of setting up of All-India Services. He pleaded that All-India Services would facilitate liaison between the centre and the provinces, ensure uniform standards of administration and keep the central administration in touch with realities. He further said that the provincial administration would also be benefited by the wider outlook and the experience of the officers of the All-India Services. The conference recommended for a combined competitive examination for the proposed All-India Services and the Indian Foreign Service. The allotment of officers from the all-India Services to different provinces was to be made in consultation with the concerned provincial governments. The States were free to award minor punishment to All-India Service officers in consultation with the UPSC. The recommendations of the provincial premiers' conference were incorporated in the Constitution of India.

4.4.2 Public Services in India

In the independent India, there are three categories of public services, namely, All India Services, Central Services and State Services.

(I) All India Services

In the Constitution of India, Article 309 to Article 314 deal with the services under the Union and the States. Article 312 (1) of the Constitution of India says that, if the Rajya Sabha declares by a resolution, supported by not less than two-thirds of the members present and voting, that it is necessary or expedient in the national interest to do so, Parliament may, by law provide for the creation of one or more of all India Services- common to the Union and the States, and regulate the recruitment and the conditions of service of persons appointed to any such services.

In 1951, the Parliament enacted the All India Services Act, empowering the Union Government, in consultation with the state governments, to make rules for regulation of recruitment and conditions of service of persons appointed to the all-India services.

Article 310 provides that every civil servant of the All India Services or civil servant under the Central Services holds office during the pleasure of the President. Further Article 311(1) says that a member of an All-India Service or of any civil service under the Union shall not be dismissed or removed by an authority subordinate to that by which he was appointed. Article 311(2) lays down the procedure for his removal.

Presently, India has three All India Services- the Indian Administrative Service (IAS), the Indian Police Service (IPS) and the Indian Forest Service (IFS). The personnel of the All India Services serve the Central government, Union Territories as well as state governments. The Ministry of Personnel, Public Grievances and Pensions is the cadre-controlling authority for the Indian Administrative Service (IAS), the Ministry of Home Affairs for the Indian Police Service (IPS) and the Ministry of Environment and Forests for the Indian Forest Service (IFS). Immediately after the training period, officers of All-India Services are allotted to their cadres in States or Union territories- and normally, an officer has to spend his entire administrative career working in his encadered state, except for a possible brief (five years or so) stint in the Central Government.

- **Debate on All India Services**

- **Arguments in favour of All India Services**

The need and significance of the All-India Services has been well recognized. Broadly, the following arguments are put forward in favour of All-India Services:

1. These services have a national vision and perspective and hence, are important bulwarks against parochial and regional thinking. Accordingly, the members of these services act as instruments of national integration.

2. Their national perspective and occasional interaction with international institutions facilitate the resolving of state and regional problems from a wider perspective, and improves the quality of policy and decisional systems.
3. Since the members of these services are recruited on the basis of All-India competitive examinations, their efficiency is substantially high. Coming from varied educational backgrounds, mostly with bright academic records, they are able to bring in elements of rationality and innovation into the conduct of official business.
4. Since the members of All-India Services generally serve the Central as well as the State governments, they have an advantage of learning in both situations. While working at the Centre, their grassroots experience at the district and state levels enables them to take a practical view of policies to be formulated and, likewise, while working at the state level, the vision gained at the Centre helps them to take a wider view of reality and thus design and redesign the state governments' policies in tune with the national needs.
5. Experiences at the Central and the State levels enable the officers of these services to build bridges between these two integral levels of the federal system.
6. Since most of the direct recruits to the All-India services now work away from their home-states, they bring to their jobs objectivity and impartiality.
7. Backed by constitutional safeguards of security of service and the support of the Central Government, the officers of All-India Services can afford to give independent advice to their state political bosses.
8. During emergencies and President's rule, these officers act as the representatives of the Central Government.

❍ **Arguments against All India Services**

However, the All-India Services are not without their detractors. Oppositions to them come up mostly in the opposition-ruled states,

the leadership of which is wary of the role of these services, which are suspected of acting as agents of the ruling party at the Centre. The arguments advanced against all-India services by the State governments are generally as follows:

1. These services unduly increase the influence of the Union Government over the states and thus create imbalances in the Indian federal structure.
2. The empanelment system in the Central government enables the best officers of the all-India services to serve the Central government for five years or even a longer duration. This way, the state governments are deprived of the best talent.
3. State governments cannot easily discipline the erring officials of the All-India Services, since, for taking any disciplinary action against such officials, the permission of the Central Government is needed and, that is difficult to obtain.

While advancing the above and similar arguments, it is generally ignored that so far the All-India Services do not seem to have overstepped their role and obligations, and the criticisms against them are based more on apprehensions than on experience. The Union Government also has not imposed any fresh All-India Services on the states. Moreover, the state political leaders have been given due respect by the members of these services. The need, therefore, is to create more All-India services on the basis of a consensus between the Centre and the States.

- **Recruitment**

The basic policy of recruitment to civil services was laid down in the 'Report on the Indian Civil Services' by Thomas Babington Macaulay in the year 1854. The only amendment in the policy was brought about in 1970 on the basis of the Kothari Committee Report.

The direct recruitment to the Indian Administrative Service (IAS), Indian Police Service (IPS) and Central Services Group A is made through a competitive examination held annually by the Union Public Service Commission. Article 315 of the Indian Constitution states

that "there shall be a Union Public Service Commission (UPSC) and Public Service Commission for each State". The minimum qualification to appear in the examination is graduation from a recognized university.

- **Scheme of Competitive Examination**

The examination for the recruitment to the Indian Administrative Service (IAS), Indian Police Service (IPS) and Central Services (Group A) is conducted in two stages: i) Preliminary Examination and ii) Main Examination. The Main Examination consists of two parts: a written examination and an interview.

- **Recruitment through Promotion**

The All India Services including the IAS have a quota of promotion from state services. In the beginning, this quota was 25 per cent but on the persistent demands of the states, the quota has been increased up to 33.13 per cent. The UPSC is consulted by the Government of India in addition to the state governments for the filling up the promotion posts.

- **Discipline and Control**

All the officers in the All India Services are subject to the All India Services (Conduct) Rules, 1968. These rules have prescribed a code of conduct for all the All India Services employees. Any breach of conduct of these rules is liable to disciplinary actions under the All India Services (Discipline and Appeal) Rules.

(II) Central Civil Services

The central services are under the exclusive control of the central government and are recruited to administer the subjects allocated to the Union government under the Constitution of India. The Central Civil Services is organized into four classes or groups, according to the difference in the responsibility of the work performed and qualifications required. Generally, such classification is done on the basis of pay scales attached to these posts. These four groups are as follows:

Class-I: This group comprises posts carrying high responsibility and pay above a certain range as determined by the pay commissions.
Class-II: This group comprises posts of middle level supervisory officers who are often required to perform various functions directly. Their pay is also determined by pay commissions.
Class-III: This group comprises generally clerical posts. This classification is also based on pay scales determined by the pay commission.
Class-IV: This class includes the persons who perform lesser functions such as messengers, peons etc.
The lower category staff objected to the classification of class-III and IV due to psychological reasons. The various categories of services have therefore, been renamed as Group A, B, C and D services which respectively correspond to Class-I, II, III and IV. However, when we refer to the term civil services, we generally include Group A and B cadres only.

- **Recruitment**

The recruitment to the Central Services Class-I and II (Group A and Group B) is made by the UPSC. Recruitment to Group C (Class-III) is made by the Staff Selection Commission. The UPSC holds common examination for the three All-India Services and 17 Central Services Class-I (Group A) and 9 Central Services Class-II (Group B). For the other Central Services like Archaeological Service, Central Health Service, Central Engineering Service, Indian Meteorological Service, Survey of India Service etc. the UPSC conducts separate written examinations or interviews or both.

On the basis of the merit list prepared by the UPSC and on the basis of the preference given by the individual candidates, the successful candidates are allotted to different services.

- **Management of Central Service**

The Central Services are performing some functions required in different ministries and departments. Therefore, management of these services is also vested in these ministries and departments.

Thus, for example, the Indian Foreign service is managed by the Ministry of External Affairs, the Indian Revenue Service by the Ministry of Finance, the Indian Defence Accounts Service by the Ministry of Defence and so on. The Class-III (Group C) and IV (Group D) services are managed departmentally. The ministries maintain these cadres on the basis of departmental recruitment and promotion rules framed by them in consultation with the department of personnel. The departments are free to frame the departmental rules; they have to work under the guidance of the Department of Personnel which tries to maintain an overall uniformity in them.

- **Discipline and Control**

All the officers in the Central Services are subject to the Central Civil Serivices (Conduct) Rules, 1964. These rules have prescribed a code of conduct for all the Central Government employees. Any breach of conduct of these rules is liable to disciplinary actions under the Central Government Servant (Discipline and Appeal) Rules.

(III) State Services

The State Services include those services and posts which are concerned with the administration of State subjects such as agriculture, education, forest, health, police etc. The recruitment and the service conditions of these services are regulated by rules under the Act which may be adopted by the state legislature. In the absence of legislation, the Governor has been empowered to issue rules and regulations for the said purposes.

The Indian Administrative Service and Indian Police Service as well as the state services occupy the higher posts in the state administration. Commissioners, Secretaries, Chief Secretary etc. are generally held by IAS officers, while in the police administration, the posts of Superintendents of Police, Senior Superintendents of Police, DIGs, IGP and DGP are occupied by the IPS officers. The IAS and IPS officers work under the administrative control of the state in which they serve. The Central Government, in consultation

with the concerned state frames rules to regulate the service conditions of these personnel.

The state services have been classified into Class-I, Class-II, Class-III and Class-IV, based on work and qualifications. Members of Class-I and Class-II services are gazetted officers. Class-III consists of clerical staff and Class-IV are peons , messengers and such other employees. The services are declared in the official gazette notifications. The appointments, leaves and transfers of the gazetted officers are notified in the gazette. A state normally has services like- State Civil Service, Police Service, Judicial Service, Cooperative Service, Educational Service, Forest Service, Medical Service, Public Health Service, Agriculture Service, Veterinary Service, Service of engineers, etc. The cadres of State Civil Service and State Police Service also get promotion to the IAS and IPS cadres respectively under certain quota. Recruitment to the State civil services particularly State Civil Service and State Police Service and other Class-I and Class-II services is made by the State Public Service Commission. There is provision of promotion from Class-III to the Class-II Services.

- **Management of State Services**

The state services are managed by Ministers assisted by the concerned department of the Secretariat. The General Administration Department (GAD) maintains uniformity in the service conditions and pay scales of different departments. The General Administration Department in the state performs the same functions which the Department of Personnel performs in Government of India. All the rules such as recruitment, promotion, deputation, etc. framed by any department have to receive the concurrence of General Administration Department (GAD). Thus, the general principles for the management of the State Services are laid down and supervised by the GAD. The details are worked out by the concerned departments according to their needs.

➢ **Reservation System**

In all the states, there is reservation of posts for the Schedule Castes, Schedule Tribes and Other Backward Communities under Article 16(4) and Article 335 of the Constitution. The quota of reservation of posts is fixed by the Law passed by the Parliament.



CHECK YOUR PROGRES

Q 3: The East India Company started the ……. Civil Services. (Fill in the Blank)

Q 4: What kind of service is the Indian Administrative Service (IAS) ?

……

……



4.5 LET US SUM UP

- In Indian administration there are two types of executives- political executive and permanent or non-political executive.
- In a welfare state, the state administration has a bigger role to play to foster all round development.
- Efficient administration requires perfect coordination between the political and permanent executives.
- The modern civil service emerged in India during the rule of the British East India Company.
- The East India Company started the Covenanted Civil Services.
- Lord Cornwallis, who was the Governor-General of India, is regarded as the Father of civil services in India.
- When the British government took over administration from the East India Company, the higher civil service in India came to be called the Imperial Civil Service, which subsequently became known as the Indian Civil Service.

- The Imperial Civil Service was headed by the Secretary of State for India.
- In 1854, the Macaulay Committee recommended that appointment to the civil services should be based on a merit-based system rather than patronage.
- The Government of India Act, 1919 created two groups of services, namely the All India Services and the Central Services.
- In the independent India, there are three categories of public services, namely, All India Services, Central Services and State Services.
- Presently, India has three All-India Services- the Indian Administrative Service (IAS), the Indian Police Service (IPS) and the Indian Forest Service (IFS). The personnel of the All-India Services serve the Central government, Union Territories as well as state governments.
- The central services are under the exclusive control of the central government and are recruited to administer the subjects allocated to the Union government under the Constitution of India. The Central Civil Services is organized into four classes or groups, according to the difference in the responsibility of the work performed and qualifications required.
- The State Services include those services and posts which are concerned with the administration of State subjects such as agriculture, education, forest, health, police etc.
- The state services have been classified into Class-I, Class-II, Class-III and Class-IV, based on work and qualifications.



4.6 FURTHER READING

1. Ramesh K. Arora & Rajni Goyal; (2010): *Indian Public Administration, Institutions and Issues;* Wishwa Prakashan, New Delhi
2. Hoshiar Singh & Pankaj Singh; (2011): *Indian Administration;* Pearson, New Delhi



4.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: True

Ans to Q No 2: The political executive

Ans to Q No 3: Covenanted

Ans to Q No 4: All India Service



4.8 MODEL QUESTIONS

A) Very Short Questions:

Q 1: How many services are now included in the all-India services?

Q 2: Mention the recruiting agency of civil services for the central and all-India services.

Q 3: Mention the recruiting agency of state civil services.

Q 4: Who can create All-India Services according to the Constitution of India?

B) Short Questions Short Questions (Answer each question in about 150 words)

Q 1: Put forward four augments in favour of All India Service.

Q 2: Write briefly about State Civil Services.

C) Long Questions(Answer each question in about 300-500 words)

Q 1: Explain the history of civil service in India.

Q 2: Discuss the arguments in favour of and against the All-India Services in India.

Q 3: "The All-India Services act as a symbol of National Integration." Discuss

Q 4: Discuss the different categories of civil services in India.

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UNIT 5: CABINET SECRETARIAT, PMO

UNIT STRUCTURE

5.1 Learning Objectives

5.2 Introduction

5.3 Cabinet Secretariat; Structure, Powers and Functions

5.4 Prime Minister's Office: Structure, Powers and Functions

5.5 Let Us Sum Up

5.6 Further Reading

5.7 Answers to Check Your Progress

5.8 Model Questions

5.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the evolution of the Cabinet Secretariat
- discuss the structure, powers and functions of the Cabinet Secretariat
- explain the organizational structure of the Prime Minister's Office
- discuss the powers and functions of the Prime Minister's Office

5.2 INTRODUCTION

A modern democratic welfare state depends on the civil service for the execution of public policy and various laws of the state. In a parliamentary form of Government,the political executive is responsible to the people through the Parliament. The efficiency of the cabinet depends on specialized and experienced administrators. Therefore, the Cabinet Secretariat has been established to provide the necessary secretarial assistance to the cabinet.

5.3 CABINET SECRETARIAT: STRUCTURE, POWERS AND FUNCTIONS

- **Evolution of the Cabinet Secretariat**

  Cabinet Secretariat is a legacy of Colonial Administration in India.

Before Independence, the Executive Council of the Governor-General was responsible for all governmental functions. As the amount and complexity of business of the government increased, the work of the various departments was distributed amongst the members of the Council. Only the more important cases were dealt with by the Governor-General or the Council collectively. This procedure was legalized by the Councils Act of 1861 during the time of Lord Canning, leading to the introduction of the portfolio system and the inception of the Executive Council of the Governor-General.

The Secretariat of the Executive Council was headed by the private secretary to the Viceroy but he did not attend the Council meetings. Viceroy Lord Willingdon first started the practice of having his private secretary by his side at these meetings. Later, this practice continued and in November 1935. The Viceroy's private secretary was given the additional designation of Secretary to the Executive Council.

The constitution of the interim government in September 1946 brought about a change in the name, though little in function, of this office. The Executive Council's secretariat was then designated as the Cabinet Secretariat . It seems, however, at least in retrospect, that independence brought a sort of change in the functions of the Cabinet Secretariat . It no longer remained concerned with only the passive work of circulating papers to ministers and ministries but developed into an organization for effecting coordination between the ministries. In the post independence period many changes were also made in the administrative structure of the Cabinet Secretariat due to reorganization of the executive functions of the Union Government.

- **Structure**

The Cabinet Secretariat is under the direct charge of the Prime Minister. The administrative head of the secretariat is the Cabinet Secretary. At present, the Cabinet Secretariat consists of three wings:

i) The Cabinet Secretariat wing (main)

ii) The intelligence wing

iii) The security wing

i) The Cabinet Secretariat wing (main):

The Cabinet Secretariat wing (main) has one cabinet secretary, three secretaries, one additional secretary, three joint secretaries, eight directors/ deputy secretaries, one joint director and six under-secretaries or equivalent positions, totaling 23 officers.

a) The main wing of the Cabinet Secretariat provides assistance to the cabinet and its committees and the committee of secretaries. Its assistance includes submission of cases to the cabinet and the committees, preparation and maintenance of records of the decisions taken by the cabinet and its committees and initiation of follow-up action in the implementation of the decisions reached by the Cabinet and its committees.

b) It provides assistance to the committees of the secretaries meeting under the chairmanship of the cabinet secretary for considering and advising on the problems which require inter-ministerial consultation and coordination.

c) The main wing lays down the rules of business and the allocation of the business of the Government of India to the various ministries and the departments within the framework of the directives of the Prime Minister after these have been approved by the President.

d) The periodical summaries and notes on the important developments of each ministry are obtained and circulated by the main wing of the Cabinet Secretariat amongthe President, Vice-President, Council of Ministers and other important functionaries of the Government of India.

e) It is responsible for establishing coordination and securing timely and effective action by all ministries and the departments on policy decisions, which the cabinet as a whole or the Prime Minister has directed.

ii) The intelligence wing:

The intelligence wing deals with matters relating to the Joint Intelligence Committee. The Joint Intelligence Committee consists of one chairman, four joint secretaries or equivalent position, one director (services) who is a brigadier and equivalent rank officer, three staff officers of lieutenant colonel or equivalent rank, one joint director and the under-secretary, totaling 11 officers.

The Joint Intelligence Committee has the responsibility to collect, evaluate and present such intelligence pertaining to external threats to the national security. It also takes account of the internal factors having a bearing on national security. There is also a Research and Analysis Wing (RAW) headed by a Director. The RAW takes account of the work relating to foreign intelligence activities and of the counter intelligence abroad.

iii) The security wing:

The security wing consists of one secretary (security) who looks after the security of VVIPs and controls the Special Protection Group (SPG) meant for security of the Prime Minister and other VIPs.

- **Powers and Functions**

The Cabinet Secretariat has a very important place in the central administration. It is such a source of authority, the assistance of which enables the central government to undertake any matter of serious responsibility. Some of the important functions of the Cabinet Secretariat are as follows:

1. To prepare the cabinet agenda and its minutes, to keep its records and to keep track of the progress made by administrative ministries and the department in executing the cabinet decisions.
2. To know the implementing position of the decisions of the cabinet, Cabinet Secretariat calls for information from various ministries and the departments which is subsequently passed on to the cabinet whenever it (cabinet) holds its meeting.
3. To inform the President, Vice-President and Council of Ministers about the major activities of the government conducted in several ministries.
4. To circulate the monthly summaries and brief notes on important matters for collecting the information relating to the major activities of the government conducted in various ministries.
5. To prepare minutes of the meetings of the cabinet and its committees.
6. To render its services to the committee of secretaries meeting periodically under the chairmanship of the Cabinet Secretary.

This committee of the secretaries meets to consider and advice on problems requiring inter-ministerial consultation and coordination.

7. To lay down the rules of business and re-allocating the business of the Government of India among the various ministries and the departments within the framework of directives of the Prime Minister, after these have been approved by the President.

8. To establish coordination between various seminars organized by the different central ministries.

9. To work as the liaison agency between the State government and the Central Cabinet.

- **Role of the Cabinet Secretariat**

The Cabinet Secretariat has a very important role in the working of the Central Government. It is an institution that provides the secretariat assistance to the cabinet. The role of the Cabinet Secretariat could be explained by indicating the jurisdictional components of the cabinet.

a) Cases pertaining to treaties, agreements and consultations with the foreign governments.
b) Cases relating to the draft legislation including of ordinances
c) Proposals relating to the summoning of each house of Parliament by the President
d) Those matters which the President or the Prime Minister might like to place before the cabinet.
e) Proposals relating to the withdrawal of court cases by the Government
f) Proposals relating to changing or modifying the already reached decisions of the cabinet.

All the above mentioned cases related with the deliberative aspect of the cabinet and the Cabinet Secretariat is expected to provide necessary secretarial assistance to the cabinet in resolving these policy matters. The Cabinet Secretariat is basically the staff agency to the Cabinet. In other words, the Cabinet Secretariat is the clearing house prior to the cabinet decisions.

The Cabinet Secretariat earlier oversaw the administrative matters. But of late, there has been an expansion in its functions as the Research and Analysis Wing (RAW) the SPG and Secretary (security) have become part of the Cabinet Secretariat.



CHECK YOUR PROGRESS

Q.1: The RAW is now a part of the Cabinet Secretariat. (True/False)

.....

.....

Q. 2 : Mention any four functions of the Cabinet Secretariat.

.....

.....

5.4 PRIME MINISTER'S OFFICE: STRUCTURE, POWERS AND FUNCTIONS

In a parliamentary democracy, the Prime Minister is the centre of power and responsibility. In situations of crisis decisions are left to the Prime Minister. He, therefore, needs institutional help and assistance to take immediate decisions. It is the Prime Minister's Office (PMO) which is entrusted with this function.

The Prime Minister's Secretariat came into being on August 15, 1947 when India gained independence.The Prime Minister's Secretariat was created for the immediate purpose of taking over the functions performed till then by the Secretary to the Governor-General, as the Prime Minister took over almost all the functions which the Governor General, prior to independence, performed as the executive head of the government. During the Prime Ministership of Morarji Desai, the Prime Minister's Secretariat was renamed as the Prime Minister's Office (PMO). Accordingly, since June 1977, the Prime Minister's Secretariat came to be known as the Prime Minister's Office. The Prime Minister's Office is an extra-constitutional institution that has no mention in the Indian Constitution. However, it was

given the status of a Department under the Government of India Allocation of Business Rules, 1961.

- **Organizational Structure of the PMO**

The PMO is headed by the Secretary to the Prime Minister, who is now designated as the Principal Secretary to the Prime Minister. The organizational hierarchy of the office is as follows:

1. **Principal Secretary:** He heads the bureaucratic pyramid at the PMO and deals with all governmental files in the office. He also looks after the affairs of the various ministries that the Prime Minister may ask him to handle.

2. **Additional Secretary:** He looks after the personnel and policy matters of the ministries that the Prime Minister may ask him to look after.

3. **Joint Secretary (I):** He looks after Home Affairs, Law and Justice.

4. **Joint Secretary (II):**He handles the administration of the PMO and the Ministries of Surface Transport, Communications, Railways and Civil Aviation.

5. **Joint Secretary (III):** He looks after the Ministries of External Affairs, Defence and the Department of Atomic Energy.

6. **Director (I):** This is an Officer on Special Duty who looks after Rural Development and Civil Supplies.

7. **Director (II):** He is in-charge of Home Affairs.

8. **Director(III):** He is the odd job-man in the PMO. He has no fixed responsibilities, and hence acts as a trouble-shooter.

9. **Director (IV):** He has been assigned the task of looking after matters connected with the various state governments, especially those in the North-East.

The distribution of work is not permanent one and the Prime Minister may modify it according to changing needs.

Below the above officers there are several functionaries belonging to Class-I, II, III and IV services. Generally, the status of the officers of the PMO can be taken to be the same as that of officers of corresponding ranks in the ministries of the government.

- **Powers and Functions**

Broadly, the jurisdiction of the PMO extends over all such subjects and activities as are not specially allotted to any individual department. The functions of the Prime Minister's office are as follows:

1. To deal with all references which under the Rules of Business come to the Prime Minister
2. To help the Prime Minister in the discharge of his overall responsibilities as the chief executive; it includes keeping liaison with the Union Ministries and state government on matters in which the Prime Minister may be interested.
3. To help the Prime Minister in the discharge of his responsibilities as the chairman of the Planning Commission (now NITI Ayog).
4. To deal with public relations side of the PMO
5. To provide the assistance to Prime Minister in the examination of cases submitted to him for orders under prescribed rules.

The above mentioned functions should not be taken to mean that they contain the entire spectrum of functions performed by the PMO. It also helps the Prime Minister in preparing answers to questions which cannot be answered by any particular ministry, handles the correspondence of the Prime Minister and prepares the drafts of important speeches and declarations of the Prime Minister. In contemporary times, it has virtually become the "think tank" of the Prime Minister. The idea behind its creation was to leave the Prime Minister with enough time to concentrate on major policy decisions by processing all the proposals that are sent to him. Due to its proximity the Prime Minister, it plays an influential role in the cabinet activity as well. Since the Prime Minister is the chairman of the Planning Commission, the PMO exercises considerable influence during the deliberations and formulation of the plans. Although the External Affairs Ministry is a regular and large ministry, in reality, it is the Prime Minister and his Office plays an important role to design and guide the foreign policy of the nation.

The functional span of PMO is very wide and comprehensive. Generally, the personality of the Prime Minister greatly influences the nature

and span of functions of his office. The functions of the PMO can be categorized into four parts.

First, the processing of a large number of cases submitted by various ministries and Cabinet Secretary for information, approval and sanction etc. These are basically the routine matters of the PMO.

Second, the PMO is concerned with the policy formulation of the ministries. Usually, most of the issues originate from ministries under the independent charge of cabinet ministers and the basic input as also the policy frame is furnished by the administrative ministry.But the Prime Minister may like to use his office as a sounding board on certain controversial matters or ask his staff officers to consult some outside experts.

Third, the Prime Minister would likely to use his office to review and monitor particular activities of some ministries keep a tab on developments on certain fronts and, at times, depute his staff officers to undertake sensitive assignments. This is a wholly unstructured and grey area of the PMO's work, and its nature and content would differ a great deal from one Prime Minister to another.

Fourth, the PMO has to undertake some functions which cannot be clearly defined and recognized. Such functions are basically related with the poll promises. The Prime Minister may entrust a special cell in his office to monitor, review and assist the implementation of each issues which are promised during the poll.

Over the years, the PMO has been functioning as an all-important organization since it is closely attached to the Prime Minister. Since Prime Minister is the supreme leader of the cabinet and the council of ministers, the PMO become the main power center in the Central Government Ministry. This is for what, on many occasions there was a heart burning between the Cabinet Secretariat and the PMO over the issue of prominence. Many critics have criticized the PMO as the power center and a strong tool of centralized authority. Despite criticism, the PMO has been recognized as an important administrative organization of the Central Government. It offers great assistance to any Prime Minister of India.



CHECK YOUR PROGRESS

Q. 3: Mention any two functions of the PMO.

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……..

Q. 4: Who heads the bureaucratic pyramid at the PMO?

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5.5 LET US SUM UP

- Cabinet Secretariat is a legacy of Colonial Administration in India.
- The Secretariat of the Executive Council was headed by the private secretary to the Viceroy but he did not attend the Council meetings. Viceroy Lord Willingdon first started the practice of having his private secretary by his side at these meetings.
- Later, this practice continued and in November 1935. The Viceroy's private secretary was given the additional designation of Secretary to the Executive Council.
- The constitution of the interim government in September 1946 brought about a change in the name, though little in function, of this office. The Executive Council's secretariat was then designated as the Cabinet Secretariat .
- In the post independence period many changes were also made in the administrative structure of the Cabinet Secretariat due to reorganization of the executive functions of the Union Government.
- The Cabinet Secretariat is under the direct charge of the Prime Minister. The administrative head of the secretariat is the Cabinet Secretary. At present, the Cabinet Secretariat consists of three wings: i) The Cabinet Secretariat wing (main); ii) The intelligence wing; iii) The security wing

- TheCabinet Secretariat has a very important place in the central administration. It is such a source of authority, the assistance of which enables the central government to undertake any matter of serious responsibility.
- The Cabinet Secretariat has a very important role in the working of the Central Government. It is an institution that provides the secretariat assistance to the cabinet. The role of the Cabinet Secretariat could be explained by indicating the jurisdictional components of the cabinet.
- Cabinet Secretariat is expected to provide necessary secretarial assistance to the cabinet in resolving these policy matters. The Cabinet Secretariat is basically the staff agency to the Cabinet. In other words, the Cabinet Secretariat is the clearing house prior to the cabinet decisions.
- The Cabinet Secretariat earlier oversaw the administrative matters. But of late, there has been an expansion in its functions as the RAW, the SPG and Secretary (security) have become part of the Cabinet Secretariat .
- In a parliamentary democracy, the Prime Minister is the centre of power and responsibility. In situations of crisis decisions are left to the Prime Minister. He, therefore, needs institutional help and assistance to take immediate decisions. It is the Prime Minister's Office (PMO) which is entrusted with this function.
- The Prime Minister's Secretariat came into being on August 15, 1947 when India gained independence. The Prime Minister's Secretariat was created for the immediate purpose of taking over the functions performed till then by the Secretary to the Governor-General, as the Prime Minister took over almost all the functions which the Governor General, prior to independence, performed as the executive head of the government. During the Prime Ministership of Morarji Desai, the Prime Minister's Secretariat was renamed as the Prime Minister's Office (PMO). Accordingly, since June 1977, the Prime Minister's Secretariat came to be known as the Prime Minister's Office.

- The Prime Minister's Office is an extra-constitutional institution that has no mention in the Indian Constitution. However, it was given the status of a Department under the Government of India Allocation of Business Rules, 1961.
- The PMO is headed by the Secretary to the Prime Minister, who is now designated as the Principal Secretary to the Prime Minister.
- The functions of the Prime Minister's office are as follows: to deal with all references which under the Rules of Business come to the Prime Minister; to help the Prime Minister in the discharge of his overall responsibilities as the chief executive; it includes keeping liaison with the Union Ministries and state government on matters in which the Prime Minister may be interested; To help the Prime Minister in the discharge of his responsibilities as the chairman of the Planning Commission (now NITI Ayog),to deal with public relations side of the PMO, etc.



5.6 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: True

Ans to Q No 2:

1. To prepare the cabinet agenda and its minutes, to keep its records and to keep track of the progress made by administrative ministries and the department in executing the cabinet decisions.
2. To know the implementing position of the decisions of the cabinet, Cabinet Secretariat calls for information from various ministries and the departments which is subsequently passed on to the cabinet whenever it (cabinet) holds its meeting.

Ans to Q No 3:

1. To deal with all references which under the Rules of Business come to the Prime Minister
2. To help the Prime Minister in the discharge of his overall responsibilities as the chief executive; it includes keeping liaison with the Union

Ministries and state government on matters in which the Prime Minister may be interested.

Ans to Q No 4: Principal Secretary



5.7 MODEL QUESTIONS

Short Questions

Q 1: Mention the name of the Viceroy who started the practice of having his private secretary by his side at the meetings of the Executive Council ?

Q 2: Who heads the Cabinet Secretariat ?

Q 3: What is the prime function of the Cabinet Secretariat ?

Q 4: What is the full meaning of RAW?

Q 5: Mention one important function of the Cabinet Secretariat main wing?

B) Short Questions Short Questions (Answer each question in about 150 words)

Q 1: Explain the role of the PMO in Indian administration.

Q 2: Explain the structure of the Cabinet Secretariat.

C) Long Questions(Answer each question in about 300-500 words)

Q 1: What are the main functions of the Cabinet Secretariat ? Do you think that the Cabinet Secretariat is a British colonial legacy in the Indian administrative system? Give arguments

Q 2: Give a brief account of the growth of the Cabinet Secretariat in India. Discuss its administrative structures with special reference to the role of its various wings.

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UNIT 6: UNION PUBLIC SERVICE COMMISSION

UNIT STRUCTURE

6.1 Learning Objectives

6.2 Introduction

6.3 Union Public Service Commission (UPSC)

- 6.3.1 Evolution or development of Union Public Service Commission.
- 6.3.2 Constitutional Provisions of UPSC
- 6.3.3 Composition;Appointment, Tenure and Method of Removal of Members of UPSC
- 6.3.4 Service Conditions of Members of UPSC

6.4 Functions of UPSC

6.5 Let UsSum Up

6.6 Further Reading

6.7 Answers to Check Your Progress

6.8 Model Questions

6.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the evolution of Union Public Service Commission (UPSC) of India over the years
- discuss the composition tenure, method of appointment and removal of members of the UPSC
- explain the service conditions of the members of UPSC
- describe the various types of functions of UPSC

6.2 INTRODUCTION

Under the parliamentary form of government of India, the ministers run the administration of the country. But they are due to various reasons, the ministers have to depend upon the permanent civil servants, who have administrative experience. The ministers lay down the policies of government and these are carried out and implemented by the civil servants. The civil

servants or the bureaucrats are not concerned with politics. They are highly qualified and possess wide knowledge. Therefore, in India, the bureaucracy has been occupying a place of prestige and they exercise tremendous control over the government. The efficiency of government is, therefore, to a great extent depends on the quality of bureaucracy.

Therefore, their recruitment, training, emoluments, conditions of service, promotion policies etc assume importance. For an impartial consideration of these matters relating to civil servants, an independent and expert authority is required which is known as the organisation of Public Service Commission.

In this unit, we will discuss about the development or evolution of Public Service Commission in India, the composition, functions and the role of the Union Public Service Commission.

6.3 UNION PUBLIC SERVICE COMMISSION (UPSC)

The success and effectiveness of state administration depends essentially on the ability, impartiality and honesty of the bureaucrats. As such, the responsibility of selecting such type of persons for administrative jobs should be vested on an independent and neutral organization. Because, these selections are to be free from political or other patronages and should be only on the basis of merit and ability of the candidates. That is why, the constitution of India provides for Public Service Commission at both union and state levels.

6.3.1. Evolution or development of Union Public Service Commission

The idea of the Public Service Commission in India was first mentioned in the Indian Constitutional Reforms of 1912. The Government of India Act 1919, which was famous as Montague-Chelmsford Reforms Act, provided for the establishment of a Public Service Commission in India for the first time. But it was not set up immediately after the commencement of the Act.

The next step towards the development of the Public Service Commission was the setting up of the 'Lee Commission' in 1923. Since, this commission was concerned only with the Superior Civil Services, the Commission came to be known as 'Royal Commission on the Superior Civil Services' in India. The Commission recommended or suggested for setting up of Public Service Commission at the centre, not in the provinces. But their recommendations were not executed for about two years and it was in February, 1926 that the decision was taken to set up a Public Service Commission for All India and higher Services. The Commission Started functioning from 1st October, 1926.

The Government if India Act, 1935 which came in to effect in 1937, extended the statutory authority of the duties of the Civil Service Commission and also renamed the commission as 'Federal Public Service Commission'. The Act also directed the provinces to set up Public Service Commission of their own.

The Federal Public Service Commission continued to function as per the provisions of the Government of India Act, 1935, even after independence, i.efrom 1947 to 1950 when the new Constitution of India came into force on 26th January 1950, Arrangements were made to establish an independent and neutral Public Service Commission for the said purpose following the pattern adopted in the Government of India Act, 1935 and finally replaced the name of the Federal Public Commission by the Union Public Service Commission.

6.3.2. Constitutional Provisions of UPSC

The Constitution of India established UPSC through the Article 315 (I). It states, "Subject to the provisions of this Article, there shall be a Public Service Commission for the Union (UPSC) and a Public Service Commission for each state" (SPSC). However the Union Parliament is authorised by the Constitution to constitute a 'Joint Public Service Commission' (JPSC) if two or more states agree

and pass a resolution in their Legislatures that there shall be one Public Service Commission for that group of states. Therefore, UPSC and SPSC are constitutional bodies and JPSC is created by an Act of Parliament.

6.3.3. Composition;Appointment, Tenure and Method of Removal of Members of UPSC

- **Composition**

It is stated in the Constitution that the UPSC will consist of a chairperson and a number of members. The number of members is determined by the president. The authorised strength of the UPSC is usually 9 to 11 including the chairperson. At present it has nine (9) members in all including the chairperson.

- **Appointment and Tenure**

The chairperson and the members of the UPSC are appointed by the President of India. It is required that nearly one-half of the members of the Commission must have held office for at least 10 years either under the Government of India or of a state. Each member of the UPSC is appointed for a fixed tenure of six years or till the attainment of sixty five years of age, whichever is earlier.

- **Removal of Members**

The chairperson and the members of the UPSC may quit his or her post by submitting resignation letter to the President and they may also be removed by the President as per the provision of Article 317 on the ground of misbehaviour.

The misbehaviour must be provedin the Supreme Court on reference made to it by the President. The person against whom such an enquiry is being made remains under suspension during the period of enquiry. A member including the chairpersonwould be deemed guilty of misbehaviour is he or she becomes interested in any monetary benefit in the discharge of duties as a member of UPSC.

The President may also remove the chairperson or any other member from office, in case he or she is adjudged as bankrupt by a competent court or he or she engages himself during his term of office in some paid employment outside the duties of his office or if he is, in the opinion of the President, unfit to continue in office on account of infirmity of mind or body.

6.3.4. Service Conditions of Members of UPSC

In order to enable the Commission to function with impartially, certain service conditions are enumerated in the Constitution itself. Firstly, their salaries and other emoluments are made non-votable by the Parliament and these are charged directly from the Consolidated Fund of India. Secondly, the President cannot change the emoluments and other amenities' of the chairperson or any member of the UPSC to his or her disadvantage after his appointment. Thirdly, any member and the chairperson of the UPSC, after retirement, is completely debarred from any other job under the central or any of the State Government. However, a member of the UPSC after his or her retirement, if age permits, can be appointed as chairperson of the UPSC or any State Public Service commission.

The above service conditions help the commission in maintaining neutrality and ensuring the independence of the members from fear or influence of the executive and legislature.



CHECK YOUR PROGRESS

Q.1: In which year was the Public Service Commission set up in India for the first time?

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Q.2: What was the other name of the Lee Commission?

.....

Q.3: What was the name of the Union Public Service Commission before independence?

.....

Q.4: Who appoints the members of the Union Public Service Commission?

.....

Q.5: What is the tenure of a member of the union Public Service Commission?

.....

Q.6: What is the present strength of the Union Public Service Commission?

.....

6.4 FUNCTIONS OF UPSC

Article 320 of the Constitution of India has categorically enumerated the functions of the Union Public Service Commission. These functions bear resemblance to those of the Federal Public Commission as was specified in the Government of India Act 1935. These functions may be divided into two categories, viz (a) Administrative functions and (b) Advisory functions.

(a) Administrative Functions :

(i) UPSC holds competitive written examinations throughout the country as well as viva or oral test and selects the personnel for appointment to All India Services (namely Indian Administrative Service (IAS), Indian Police Service (IPS), Indian Foreign Service (IFS)), Central Services and public services of the Union Territories.

(ii) The UPSC conducts many written examinations for different categories of posts annually, for various departments of Central Government besides holding of direct interviews for selection of candidates for specialised and other categories of position under the central government.

(iii) It assists the states, if requested by two or more states, in formulating and implementing the schemes of joint recruitment for any services for which candidates possessing special qualifications are required.

(iv) The commission carries out such additional functions as may be provided for by an Act of the Parliament or State Legislatures with respect to the services of the union.

(v) It may serve the interest of a state government on the request of the State Governor and with the approval of the President of India.

(b) Advisory Functions :

The UPSC can provide advice to the Union Government on different matters relating to:

(i) method of recruitment and principles to be followed in making appointment to civil services either directly or by promotion.

(ii) the suitability of candidates for appointment, promotion and transfer.

(iii) disciplinary matters effecting persons serving under the central government in a civil capacity including petitions relating to such matters.

(iv) regularisation of appointment.

(v) temporary appointments exceeding one year but not exceeding three years as well as grants of extension of services and reappointment after retirement.

(vi) cost of expenses incurred by the Government servants in defending legal proceedings instituted against them in respect of their official acts or in any claim for compensation in respect of injuries sustained by a Government servant while on duty.

(vii) matters specially referred to it by the President of India.

It is usually obligatory for the Government to consult the Commission on all the matters as described above. However it should be kept in mind that there is no binding upon the Government to accept the advice of the UPSC. It may also be noted that, apart from the Constitution of India, the UPSC derives its functions from other sources like – (a) Rules, regulations and orders of the executive, (b) conventions and (c) The Laws made by the Parliament according to article 321 of the Constitution.

- **Annual Report**

Another one very important function of the UPSC is to present annually, to the President of India a comprehensive Report about the work done by it during a year as per the provision of the Article 323 of the Constitution. The President is required to place the Report before both the houses of Parliament for consideration along with a note explaining the cases if any, where the advice of the Commission was not accepted and the reasons for such non-acceptance. Because the Commission in its Report mentions all such cases of non-acceptance by the Government. Therefore, it is difficult for the Government to reject the advice of the UPSC without valid reasons. The Parliament exercises control over the Government regarding appointment and its recruitment policy with the help of this report.

- **Limitations of UPSC**

Though the Constitution has entrusted a wide range of functions to the UPSC, yet its scope is scope is limited in the following matters:

(a) The UPSC need not be consulted while making reservation of appointments to services or posts in favour SC, ST and other backward classes.

(b) The Commission shall not be consulted for selection for chairpersonship or memberships of commissions or tribunals and posts of highest diplomatic nature.

(c) Almost all Group C and group D posts under Central Government are to be fulfilled by the 'Staff Selection Commission' (SSC), not by the UPSC.

(d) In case of filling up of temporary posts, where appointments are made for less than a year, the advice of the UPSC does not require.

(e) With the formation of Department of Personal and Training, UPSC is no longer concerned with the classification of services, pay and service conditions, training, cadre management etc. and thereby limiting its role to that of a recruiting agency only.

(f) The formation of the Central Vigilance Commission in 1964 also reduced the role of the UPSC in disciplinary matters related to the higher Government servants.

The UPSC, acts as a watch dog of merit system in India. It has already proven its capabilities.



CHECK YOUR PROGRESS

Q.7: Which Article of the Constitution prescribes the functions of the UPSC?

(a) 318 (b) 319 (c) 320 (d) 321

.....

Q.8: The UPSC is an advisory body. (True/False)

.....

Q.9: Who can confer additional functions to the UPSC?

(a) President (b) Chairperson, UPSC

(c) Parliament (d) Prime Minister

.....

Q.10: What are the two categories of functions of the UPSC?

.....



6.5 LET US SUM UP

- The Union Public Service Commission is an independent and neutral organisation, which has an important role to play as an impartial and expert advisor to the government in matters related to the recruitment of civil servants.
- The Government of India Act, 1919, for the first time, made the provision for establishment of Public Service Commission in India which was later strongly advocated by the Lee Commission in 1923. Finally, in 1926 the Public Service Commission was established with mainly advisory powers.
- The Government of India Act 1935, renamed the commission as 'Federal Public Service Commission', extended the statutory authority of the commission, specified the functions of the Commission, most of which were later incorporated in the Constitution of India.

- After independence, the 'Federal Public Service Commission' was replaced by the 'UPSC' in 1950, which was given a constitutional status.
- Union Public Service Commission, State Public Service Commission and a Joint Public Service Commission are the three categories of Public Service Commissions.
- Article 320 of the Indian constitution specifies the functions of the UPSC which are broadly of two types- administrative and advisory.
- The Chairperson and the members of the UPSC are appointed by the President of India.
- Apart from the Constitution, UPSC derives its functions from the laws made by the Parliament, rules-regulations and orders of the executive and conventions, etc.
- The main job or function of the UPSC is to select the civil servants through a competitive examination and advice the government about their appointment, promotion, transfer etc.
- The Commission submits a report to the President annually about the work done by it during a year.
- But there are certain limitations of the UPSC on some matters.
- Inspite of criticism for various reasons, the UPSC has been able to exhibit a high degree of efficiency and impartiality in discharging its duties.



6.6 FURTHER READING

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2) Bhagwan, Vishnoo, & Bhushan, Vidya.(2007). *Public Administration*. New Delhi:S.Chand & Company Ltd.
4) Maheshwari, S.R. (2003). *Indian Administration*. New Delhi:Orient Longman.
5) Sharma, Dr.M.P. , & Sadana, Dr.B.L. (2000). *Public Administration in Theory and Practice.* Allahabad: Kitab Mahal.



6.7 ANSWER TO CHECK YOUR PROGRESS

Ans to Q No 1: 1926

Ans to Q No 2: Royal Commission on the Superior Civil Services.

Ans to Q No 3: Federal Public Service Commission.

Ans to Q No 4: The President of India.

Ans to Q No 5: 6 years

Ans to Q No 6: 9

Ans to Q No 7:(c) 320

Ans to Q No 8: (a) True

Ans to Q No 9: (c) Parliament

Ans to Q No 10 : Administrative and Advisory Functions



6.8 MODEL QUESTIONS

A) Very Short Questions

Q 1: When was the Union Public Service Commission (UPSC) established in India?

Q 2: What is the maximum age limit of the members of the UPSC?

Q 3: Can the President, on his own, remove the chairperson of the UPSC?

Q 4: Mention two conditions of service of a member of the UPSC.

Q 5: Can a retired member of the UPSC join government service?

B) Short Questions (Answer each question in about 150 words)

Q 1: Mention two administrative and two advisory functions of Union Public Service Commission.

Q 2: Write four limitations of the UPSC.

C) Long Questions (Answer each question in about 300-500 words)

Q 1: Discuss the composition and functions of the Union Public Service Commission.

****

UNIT 7: STATE PUBLIC SERVICE COMMISSIONS

UNIT STRUCTURE

7.1 Learning objectives

7.2 Introduction

7.3 State Public Service Commissions (SPSC)

- 7.3.1 Composition of the State Public Service Commissions
- 7.3.2 Functions of the State Public Service Commissions
- 7.3.3 Annual Report of the Commissions

7.4 Independence of Public Service Commissions

- 7.4.1 Independence of Public Service Commissions
- 7.4.2 Recommendations of the Administrative Reforms Commission (1966)

7.5 Let Us Sum Up

7.6 Further Reading

7.7 Answers to Check Your Progress

7.8 Model Questions

7.1 LEARNING OBJECTIVES

After reading this unit, you will be able to:

- describe the composition of the State Public Service Commissions
- describe the functions of the State Public Service Commissions
- discuss the independence of the Public Service Commissions
- discuss the recommendations of the Administrative Reforms Commission of 1966

7.2 INTRODUCTION

As discussed earlier, the Constitution of India India has a threefold classification of the civil services - All India Services, Central Services and State Services. The All India Services are common to the Union and the State Government. The Central Services are concerned with the administration of union subjects (such as, foreign affairs, defence, income

tax, customs, post and telegraph, railways, planning etc.). These services work under the authority of the Union Government. The State Services consist of the officers recruited by the State Governments and they are concerned with the administration of state subjects (such as agriculture, forests, education, police, public health etc.). Accordingly, there have to be certain agencies which are to be responsible for recruitment to and management of public services. In this context,parallel to the Union Public Service Commission (UPSC) at the Centre, there is also a State Public Service Commission(SPSC) in a State. In the Indian Constitution, Articles 315 to 323 in Part XIV provides for the establishment of Public Service Commission for both the Union and a Public Service Commission for each state and also the same articles deal with the composition, appointment and removal of members , power and functions and independence of a Public Service Commission. In India all the states have their own public services which are selected by the State Public Service Commissions or other agencies. The Constitution of India also provides that if the legislatures of two or more States authorise, the Parliament by resolution, may establish a Joint Commission for those States. The Public Service Commissions are envisaged as independent constitutional institutions not subject to Governmental or political interference or control and charged with the responsibility of recruitment and management of public services. It is also provided that adequate arrangements are made to secure the independence of the Public Service Commissions. In this unit, we shall discuss different aspects relating to the State Public Service Commissions. We shall also discuss the independence of the Public Service Commissions.

7.4 STATE PUBLIC SERVICE COMMISSIONS (SPSCs)

Article 315 (1) of the Indian Constitution provides for a Public Service Commission for the Union and a Public Service Commission for each State.

7.4.1 Composition of the State Public Service Commissions

A State Public Service Commission consists of a Chairperson and other members appointed by the Governor of the

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

The Chairperson and members of the Commission hold office for a term of six years or until they attain the age of 62 years, whichever is earlier . However, they can relinquish their offices at any time by addressing their resignation to the Governor.

Additionally, the President can also remove the chairperson or any other members of SPSC for misbehavior. However, in this case, the President has to refer the matter to the Supreme Court for an enquiry. If the Supreme Court after the enquiry, upholds the cause of removal and advises so, the President can remove the chairperson or a member. Under the provisions of the Constitution, the advice tendered by the Supreme Court in this regard is binding on the President. However, during the course of enquiry by the Supreme Court, the Governor can suspend the concerned chairperson or member. Further, the Constitution has also defined the term 'misbehaviour' in this context. The salaries of the members of the commission are drawn from the Consolidated Fund of the State.

A member of the State Public Service Commission or its Chairman can be appointed as a member or as the Chairperson of the UPSC after retirement. However, they are ineligible for any other appointment under either the Union Government or under the Government of a State.

7.4.2 Functions of the State Public Service Commissions

The State Public Service Commissions are responsible for performing the following functions :

(a) Conducting written examinations as well as personality tests for appointment in the services of the State.

(b) Exercising any other functions which are given to it by an Act of the State legislature.

(c) Submitting annual report regarding its functions to the Governor.

(d) The State Public Service Commission can be consulted by the Governor or the Government of a State on the following matters of personnel management-

i) All matters relating to methods of recruitment to civil services and for civil posts.

ii) The principles to be followed in making appointments to civil services and for posts and in making promotions and transfers from one service to another.

iii) The suitability of candidates for appointment to civil services and for posts; for promotions and transfers from one service to another; and appointments by transfer or deputation. The concerned departments make recommendations for promotions and request the SPSC to ratify them.

iv) All disciplinary matters affecting a person serving under the government of the state in a civil capacity including censure(severe disapproval), withholding of increments, withholding of promotions, reduction to lower service or rank (demotion), compulsory retirement, removal from service, dismissal from service.

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

vi) Any claim for the award of a pension in respect of injuries sustained by a person while serving under the government of the state.

vii) Any other matter related to personnel management.

There are certain matters that are kept outside the functional jurisdiction of the SPSC or it can be said that the SPSC is not consulted on those matters. These are-

a) While making reservations of appointments or posts in favour of any backward class of citizens.

b) While taking into consideration the claims of scheduled castes and scheduled tribes in making appointments to services and posts.

Like the UPSC, the State Public Service Commissions are autonomous agencies for making recruitment in the public services of the States. It is expected that these Commissions remain impartial and independent in performing their responsibilities.

LET US KNOW



The examinations, which are conducted by the State Public Service Commissions in India, to recruit civil servants, have two stages - preliminary and main examinations. Only those who qualify in the preliminary examination will be allowed to appear in the main examination. The preliminary examination is of objective type questions to serve as a screening test to select limited number of members for the main examination. The main examination consists of description type written test and viva.

7.4.3 Annual Report of the Commissions

The State Public Service Commissions are to present their annual reports to the Governors, regarding their work. Immediately, after the receipt of such reports, the Governor is required to lay it before the State legislature together with a memorandum of the cases where the advice of the Commission was not accepted and the reasons for such non-acceptance are cited.



CHECK YOUR PROGRESS

Q 1: The Chairperson and the other members of the State Public Service Commissions are appointed by the President. (True/False)

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Q 2: How is the State Public Service Commission constituted?

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Q 3: Write any five matters on which the State Public Service Commission is consulted by the Governor or the Government of a State.

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7.5 INDEPENDENCE OF PUBLIC SERVICE COMMISSIONS;ADMINISTRATIVE REFORMS COMMISSION'S RECOMMENDATIONS

7.5.1 Independence of Public Service Commissions

It has been provided in the Constitution that the Public Service Commissions should be independent statutory bodies. For this purpose, the following measures have been taken.

- *No appointment after retirement*: The Constitution debars the Chairman of the UPSC from further employment either under the Government of India or the Government of a State. A member other than the Chairman of the UPSC is however, eligible for appointment as Chairman in that commission or of a State Public Service Commission, but for no other Government employment. Some conditions apply in case of

the Chairman and the members of the State Public Service Commissions. The Chairman and the members of the State Public Service Commissions are eligible to be the Chairman or members of the UPSC.

- *Difficult removal procedure* : The Chairman or a member of the UPSC or the State Public Service Commissions can be removed from office by an order of the President on the ground of misbehaviour only after the Supreme Court, on a reference being made to it by the President, has recommended for it after inquiry. A Chairman or a member could be deemed guilty of misbehaviour, if he or she becomes interested in any Government contract or agreement or participate in any way in its profit or in any monetary benefit arising from it.
- *Guaranteed Service Conditions*: The conditions of service of the members can not be varied to their disadvantage after their appointment and their salary and other emoluments are charged on the Consolidated Fund of India or the State as the case may be and they are not votable by the Parliament and the State Legislatures.

7.5.2 Recommendations of the Administrative Reforms Commission (1966)

For ensuring independence and efficiency of the UPSC and the State Public Service Commissions, the Administrative Reforms Commission, 1966, gave certain recommendations.

Regarding composition, it said that while appointing members of the State Public Service Commissions, the Governor should consult the Chairman of the UPSC and the Chairman of the concerned State Public Service Commissions. The Administrative Reforms Commission also observed that Research Cells should be set up in the Public Service Commissions to analyse trends in the skill market and in the educational sphere.

The Constitution visualizes the SPSC to be the 'watchdog of merit system' in the state. It is concerned with the recruitment to the state services and advises the government, when consulted, on promotion and disciplinary matters. The emergence of State Vigilance Commission (SVC) in 1964 affected the role of SPSC in disciplinary matters. It is so because both are consulted by the government while taking disciplinary action against a civil servant. The problem arises when the two bodies tender conflicting advice. However, the SPSC, being an independent constitutional body, has an edge over the SVC.



ACTIVITY 7.1

Try to find out the present composition of the Asssam Public Service Commission.

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CHECK YOUR PROGRESS

Q 4: When was the Administrative Reforms Commission constituted?

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Q 5: Discuss how the independence of the Public Service Commissions is guaranteed?

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Q 6: The Constitution allows the Chairman of the UPSC to seek further employment either under the Government of India or the Government of a State. (True/False)

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7.6 LET US SUM UP

- In the Indian Constitution Articles 315 to 323 in Part XIV provides for the establishment of Public Service Commisision for both the Union and a Public Service Commission for each state and also the same articles deal with the composition, appointment and removal of members , power and functions and independence of a Public Service Commission.
- A State Public Service Commission consists of a chairperson and other members appointed by the Governor of the state.
- The chairman and members of the Commission hold office for a term of six years or until they attain the age of 62 years, whichever is earlier (in the case of UPSC, the age limit is 65 years).
- The President can also remove the chairman or any other members of SPSC for misbehavior. However, in this case, the President has to refer the matter to the Supreme Court for an enquiry. If the Supreme Court after the enquiry, upholds the cause of removal and advises so, the President can remove the chairperson or a member.
- A SPSC performs all those functions in respect of the state services as the UPSC does in relation to the Central Services.
- The SPSC presents, annually to the Governor a report on its performance.
- Like the UPSC, the Constitution has made certain provisions to safeguard and ensure the independence and impartial functioning of a SPSC.
- It has been provided in the Constitution that the Public Service Commissions should be independent statutory bodies. For this purpose, measures like non-appointment after retirement, difficulty in removal procedure and guaranteed service conditions have been provided for.



7.7 FURTHER READING

1) Avasthi, Amreswar, & Avasthi, Anand Prakash (1999).*Indian Administration.* Agra: Lakshmi Narain Agarwal.

2) Bhagwan, Vishnoo, & Bhushan, Vidya.(2007). *Public Administration*. New Delhi:S. Chand & Company Ltd.

4) Maheshwari, S.R. (2003). *Indian Administration*. New Delhi:Orient Longman.

5) Sharma, Dr.M.P. , & Sadana, Dr.B.L. (2000). *Public Administration in Theory and Practice.* Allahabad: Kitab Mahal.



7.8 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: False

Ans to Q No 2: The Chairman and the other members of the State Public Service Commissions are appointed by the Governor of the State. The strength of the State Public Service Commissions varies from state to state. The Chairman and the members of the Commission are appointed for a term of 6 years or 62 years of age whichever is earlier. Half of the members of the Commission should be persons who have been in the service of the Government for a period of at least 10 years.

Ans to Q No 3: The consultative functions of the State Public Service Commission can be discussed in the following way -

The Commission is consulted by the State Governor or the Government of the state on matters : (a) regarding methods of recruitment to public services; (b) on the principles to be followed in making such appointments; (c) on disciplinary matters in public services; (d) on any claim by a public servants regarding pension, gratuity etc. (e) Any claim for reimbursement of legal expenses incurred

by a civil servant in defending legal proceedings instituted against him in respect of acts done in the execution of his official duties.

Ans to Q No 4: 1966

Ans to Q No 5: The independence of the Public Service Commissions is guaranteed in the following ways:

(a) No appointment after retirement: The Constitution debars the Chairman of the UPSC from further employment either under the Government of India or the Government of a State.

(b) Difficult removal procedure : The Chairman or a member of the UPSC or the State Public Service Commissions can be removed from office by an order of the President on the ground of misbehaviour only after the Supreme Court, on a reference being made to it by the President has recommended for it after inquiry.

(c) Guaranteed Service Conditions: The conditions of service of the members can not be varied to their disadvantage after their appointment and their salary and other emoluments are charged on the Consolidated Fund of India or the State as the case may be and they are not votable by the Parliament and the State Legislatures.

Ans to Q No 6: False



7.9 MODEL QUESTIONS

Very Short Questions

Q 1: Which Article of the Indian Constitution provides for a Public Service Commission for each State.

Q 2: Mention any two functions of the State Public Service Commissions.

Q 3: The annual report of the State Public Service Commissions is submitted to whom?

Q 4: What is the retirement age of the members of the State Public Service Commissions? (60 years /62 years /65 years)

Short Questions (Answer each question in about 150 words)

Q 1: Discuss how the independence of the Public Service Commission is maintained.

Q 2: Discuss the functions of the State Public Service Commissions.

Long Questions (Answer each question in about 300-500 words)

Q 1: Discuss the composition and functions of the State Public Service Commissions.

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