TATA McGRAW-HILL'S



Also useful for various State Civil Services Civil Services Examinations

Public

FOURTH EDITION

Administration

For the UPSC Civil Services Preliminary Examination



M Laxmikanth

Contents

Chapter-wise Break-up of the UPSC Papers
1. Introduction
Meaning, Scope, and Significance 1 Administration Defined 1 Public Administration Defined 2 Administration, Organisation and Management 5 Nature of Public Administration 5 Scope of Public Administration 6 Approaches to the Study of Public Administration 7 Significance of Public Administration 9 Evolution and Status of the Discipline 11 Stages in the Evolution 12 Stage I—Politics—Administration Dichotomy (1887–1926) 13 Stage II—Principles of Administration (1927–1937) 13 Stage III—Era of Challenge (1938–1947) 14 Stage IV—Crisis of Identity (1948–1970) 15 Stage V—Public Policy Perspective (1971–continuing) 16 Study of Public Administration in India 16 Comparative Public Administration 17 Meaning 17 Definition 18 Formation of CAG 18 Purposes 18 Sources/Causes 19
Trends 19 Conceptual Approaches 20 Decline 20 Significance 21 Revival Movement 21

Word to the Reader

VII

ix

xxviii

CPA and IPA 22 Future Prospects 22 Comparative Models of Riggs 22 Agraria-Industria Model 23 Fused-Prismatic-Diffracted Model 24 Prismatic-Sala Model 24 Change in a Prismatic Society 25 Revised Prismatic Theory 25 Development Administration 26 Emergence 26 Definition 26 Contribution of Weidner 28 Contribution of Riggs 28 Characteristics 28 Development vs Traditional 29 Approaches 30 Public and Private Administration 31 Differences 31 Similarities 33 State Versus Market Debate 34 Theoretical Base 34 Intervention of State 34 Failure of State 35 Market-Friendly Approach 35 A Balanced View 36 New Public Administration 36 The First Minnowbrook Conference (1968) 37 Anti Goals 37 Goals or Themes 37 Criticism 39 Significance 39 The Second Minnowbrook Conference 40 New Public Management Perspective 40 Basic Theme 41 Theoretical Bases 41 Anti-Goals 42 Goals/Features 43 Impact 44 Multiple Choice Questions 48 Answers 61

2. Basic Concepts and Principles

Organisation 62
Definition 62
Characteristics 63
Bases 63

Hierarchy 65 Meaning 65 Definition 65 Principles 66 Advantages 66 Disadvantages 67 Fayol's Gangplank 67 Unity of Command 68 Meaning 68 Definition 68 Arguments For 68 Arguments Against 69 Factors Affecting 69 Unity of Command—Two Varied Interpretations 70 Span of Control 70 Meaning 70 Relationship with Hierarchy 70 Views on Limit 70 Factors Determining 71 Idea Under Revision Authority and Responsibility 72 Authority 72 Theories 72 Types 73 Responsibility 74 Coordination 74 Meaning 74 Definition 74 Types 75 75 Importance Techniques 76 Theoretical Contributions 76 Limits or Hindrances 77 Centralisation and Decentralisation 77 Meaning 77 Definition 78 Types 78 Approaches 78 Merits of Centralisation 79 Demerits of Centralisation 79 Merits of Decentralisation Demerits of Decentralisation 80 Effective Decentralisation 80 Factors Governing 80 Patterns of Field Organisation 81

Deligation of 2 Pentintion 82 Features 82 Related Concepts 82 Types 82 Advantages 83 Limits 83 Hindrances 84 Principles 85 Supervision 85 Meaning 85 Definition 85 Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 90 Auxiliary Agencies 90 Auxiliary Agencies 92 Multiple Choice Questions 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Techniques 104 Techniques 106 Criticism and Opposition 106 Criticism and Opposition 108 Taylor's Followers 106 Criticism and Opposition 606 Criticism and Opposition 508 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115 Significance 116	n 1 02	
Features 82 Related Concepts 82 Types 82 Advantages 83 Limits 83 Hindrances 84 Principles 85 Supervision 85 Meaning 85 Definition 85 Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Multiple Choice Questions 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Techniques 104 Taylor's Followers 106 Chassical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Mooney and Reiley 114 Contributions of Mooney and Reiley 114 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Delegation 82	
Related Concepts 82 Types 82 Advantages 83 Limits 83 Hindrances 84 Principles 85 Supervision 85 Meaning 85 Definition 85 Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Cantributions of Gulick and Urwick 112 Contributions of Monorey and Reiley 114 Critical Evaluation 115		
Types 82 Advantages 83 Limits 83 Hindrances 84 Principles 85 Supervision 85 Meaning 85 Definition 85 Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Basic Theme 107 Contributions of Fayol 108 Taylor's Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mononey and Reiley 114 Critical Evaluation 115	Features 82	
Advantages 83 Limits 83 Hindrances 84 Principles 85 Supervision 85 Meaning 85 Definition 85 Phases 85 Functions 86 Types 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Basic Theme 107 Contributions of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Gulick and Urwick 112 Contributions of Gulick and Urwick 112 Contributions of Gulick and Reiley 114 Critical Evaluation 115		
Limits 83 Hindrances 84 Principles 85 Supervision 85 Meaning 85 Definition 85 Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Techniques 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Basic Theme 107 Contributions of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Gulick and Urwick 112 Contributions of Gulick and Urwick 112 Contributions of Gulick and Geeiley 114 Critical Evaluation 115	Types 82	
Hindrances 84 Principles 85 Supervision 85 Meaning 85 Definition 85 Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 90 Auxiliary Agencies 90 Auxiliary Agencies 92 Multiple Choice Questions 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Techniques 104 Techniques 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Gulick and Urwick 112 Contributions of Gulick and Reiley 114 Critical Evaluation 115		
Principles 85 Supervision 85 Meaning 85 Definition 85 Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Techniques 104 Techniques 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Gulick and Urwick 112 Contributions of Gulore and Reiley 114 Critical Evaluation 115		
Supervision 85 Meaning 85 Definition 85 Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Line and Staff 89 Meaning 89 Views of Scholars Line Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Hindrances 84	
Supervision 85 Meaning 85 Definition 85 Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Line and Staff 89 Meaning 89 Views of Scholars Line Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Principles 85	
Meaning 85 Pefinition 85 Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Supervision 85	
Phases 85 Pinctions 86 Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Meaning 85	
Phases 85 Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Definition 85	
Functions 86 Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) Basic Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Mooney and Reiley 114 Critical Evaluation 115		
Types 86 Techniques 87 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Functions 86	
Techniques 88 Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Basic Theme 107 Contribution of Fayol Taylor Vs. Fayol 1108 Taylor Vs. Fayol 111 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Tymes 86	
Qualities 88 Likert's Supervisory Styles 88 Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) Basic Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Techniques 87	
Likert's Supervisory Styles Line and Staff 89 Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Techniques 104 Techniques 104 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	a 1:4:00 88	
Line and Staff 89	Qualities of Supervisory Styles 88	
Meaning 89 Views of Scholars 89 Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Basic Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Likert's Supervisory	
Views of Scholars Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Basic Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Line and Staff 69	
Line Agencies 90 Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Meaning of 89	
Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Views of Scholars	
Staff Agencies 90 Auxiliary Agencies 91 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Line Agencies 90	
Auxiliary Agencies 92 Line-Staff Conflicts 92 Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Classical Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Chaff Agencies 90	
Line-Staff Connets Multiple Choice Questions 92 Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Classical Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	A wiliary Agencies	
Multiple Choice Questions Answers 102 Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	a H / aniin is	
Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Basic Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Multiple Choice Questions	103
Theories of Administration Scientific Management (Taylor and the Movement) 103 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Classical Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Answers 102	
Scientific Management (Taylor and the 112 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Classical Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	and the second	
Scientific Management (Taylor and the 112 Rise and Growth 103 Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Classical Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Theories of Administration 10	3
Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Basic Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Taylor and the Movement	
Basic Theme 103 Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Basic Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Scientific Management 103	
Principles 104 Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Classical Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Rise and Orons	
Techniques 104 Taylor's Followers 106 Criticism and Opposition 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Classical Theory (Fayol, Urwick, Gulick and Others) 108 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Basic Theme 100	
Taylor's Followers 100 Criticism and Opposition 106 Criticism and Opposition 106 Classical Theory (Fayol, Urwick, Gulick and Others) 107 Classical Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Principles 104	
Criticism and Opposition Classical Theory (Fayol, Urwick, Gulick and Others) Classical Theory (Fayol, Urwick, Gulick and Others) Basic Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Techniques 104	
Criticism and Opposition Classical Theory (Fayol, Urwick, Gulick and Others) Classical Theory (Fayol, Urwick, Gulick and Others) Basic Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Taylor's Followers 106	07
Classical Theory (Fayor, Ormon) Basic Theme 107 Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Criticism and Opposition Gulick and Others)	
Contribution of Fayol 108 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Classical Theory (Fayor, Critical	
Contribution of Fayor 100 Taylor Vs. Fayol 111 Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Danie Infilic 10	
Taylor Vs. Fayol III Contributions of Gulick and Urwick 112 Contributions of Mooney and Reiley 114 Critical Evaluation 115	Contribution of Fayor 100	
Contributions of Gunck and Contributions of Mooney and Reiley 114 Critical Evaluation 115		
Contributions of Mooney and 1000 Critical Evaluation 115		
Critical Evaluation 113	Contributions of Mooney and Test	
Significance 116	Critical Evaluation 115	
	Significance 116	

Bureaucratic Theory (Weber and his Critics) 117
Risc and Growth 117
Theory of Authority 118
Characteristics of Bureaucracy 119
Control Over Bureaucracy 120
Critics of Weber 120
Ideas of Mary Parker Follett 123
Conflict and Integration 123
The Giving of Orders 124
New Concept of Power 125
Authority and Responsibility 125
Leadership 126
Planning and Coordination 126
Ideas of C.I. Barnard 127
Human Relations School (Elton Mayo and Others) 129
Hawthorne Studies (1924-1932) 130
Elements/Features 130
Classical Vs. Human Relations 131
Taylor Vs. Mayo 132
Onitical Evaluation 133
Behavioural Approach 134
Basic Theme 134
Features 134
Contribution of Chris Argyris 136
Contribution of McGregor 137
Contribution of Rensis Likert 138
Contribution of Others 139
Significance 139
Criticism 140
Organisation Development 140
Systems Approach 141
Basic Concept 141
Organisation as a System 142
Rise and Growth 143
Classical Vs. Systems 144
Critical Evaluation 144
Closed and Open Models 145
Multiple Choice Questions 146
Answers 157
Administrative Behaviour

Decision-Making with Special Reference to H. Simon 159 Meaning 159 Bases or Factors 160 Process or Stages 160

159

Basis 215

Classification 161 Models 162 Communication 165 Significance 165 Definition 165 Types 166 Media 166 Theoretical Contributions 167 Process 167 Channels or Networks 168 170 Barriers and Problems Elements or Principles Control 172 Definition 172 Process 172 Techniques 173 Theoretical Contributions Leadership Theories 174 Meaning 174 Definition 175 Nature 175 Sources of Influence 176 Styles 177 Functions 178 Qualities 179 Theories or Approaches 180 Theories of Motivation (Maslow and Herzberg) Meaning 182 Definition 182 Theories/Models 183 Maslow Vs. Herzberg 187 Multiple Choice Questions 188 Answers 199 5. Accountability and Control The Concepts of Accountability and Control 201 Accountability 201 Control 201 Legislative Control 202 Parliamentary System 202 Presidential System 211 Limitations and Ineffectiveness 212 Executive Control 213 Judicial Control 215

201

Contents 200

British Local Government 272

French Constitution and Government 273

Administrative System of France 273

French President 275

French Civil Service 276

Scope (Grounds) 215

Write in India 217

Citizen and Administration 218

Machinery in India 220

Limitations 218

Role of Civil Society 227

Definition 227

Features 227

Methods 216

French Administrative Courts 279 French Local Government 280 Administrative System of Japan 282 Japanese Constitution and Government Organisation of Central Government 28 Japanese Civil Service 286 Japanese Local Government 290 Multiple Choice Questions 295 Answers 301	
7. Personnel Administration	3(
Role of Civil Service in Developing Societies Meaning 303 Features 303	303
Role in Developing Societies 304 Types of Bureaucracy 304 Evils of Bureaucracy 306 Classification 307	
Position Classification 307 Rank Classification 308 Classification in India 309	
Recruitment 310	
Meaning 310 Rise of Merit System 311	
Process 311	
Methods 312	
Qualifications of the Employees 312	
Determining Qualifications 313	
Systems of Recruitment 314	
Training 315	
Meaning 315 Role and Objectives 315	
Types 316	
Techniques 317	
Training Agencies in India 318	
Promotion 320	
Significance 320	
Meaning 321	
Elements 321	
Types 321 Advancement Transfer and Description	221
Advancement, Transfer and Reassignment Principles 322	321
Sound Promotion System 322	
Promotion in India 322	
Pay and Service Conditions 323	

Pay (Compensation) 323 Allowances 325 Leave Benefits 326 Retirement Benefits 326 Rights of Civil Servants 327 Disciplinary Action 329 Relations with the Political Executive 330 Neutrality 330 Assumptions 331 Critiscism 332 Breakdown 332 Politicised Bureaucracy 332 Anonymity 333 Administrative Ethics 334 Meaning 334 Elements 335 Importance 335 Factors Determining Hindrances 336 Modes of Corruption 336 Committees 337 Multiple Choice Questions 338 Answers 346

8. Financial Administration

Budget: Concept and Forms 348 Significance 348 Meaning 349 Functions 350 Principles 350 Forms or Systems 351 Formulation of Budget 353 Separation of Railway Budget 354 Agencies 354 Stages/Process 354 Charged Expenditure 355 Enactment of Budget 356 Constitutional Provisions 356 Stages in Enactment 357 Other Grants 359 Execution of Budget 359 Expenditure Part 360 Revenue Part 361 Deficit Financing 362 Meaning 362

Centre-State Administrative Relations 392 Centre-State Financial Relations 395 Parliamentary Government 396 The President 401 Election 401 Removal 402 Powers and Functions 402 Constitutional Position The Prime Minister 408 Constitutional Position Powers and Functions 408 Other Powers and Functions 409 Role Descriptions 409 ARC Recommendations 410 The Council of Ministers 411 Composition 411 Council of Ministers vs Cabinet 412 Role of Cabinet 412 Role Descriptions 413 Kitchen Cabinet 413 Cabinet Committees 414 ARC Recommendations 414 Central Secretariat 415 Meaning 415 Structure of a Ministry 416 Secretariat Organisation 416 The Split System 416 Role and Functions 417 Tenure System 418 Secretariat Officials 420 Office Staff 421 Desk Officer System 422 Executive Organisations 422 Patterns of Relationship 423 List of Ministries/Departments 424 Cabinet Secretariat 426 Meaning 426 Organisation 426 Role and Functions 427 Cabinet Secretary 427 Prime Minister's Office 429 Meaning 429 Composition 429 Functions 429 Changing Role 430

```
CONTENTS
    Planning Commission 230
         Status 430
         Functions and Role #81
         Composition 434
         Internal Organization 432
         Programme Evaluation Organisation (PEO)
         Critical Evaluation 311
         ARC Recommendations 414
                                      434
         National Development Council
    Finance Commission #36
         Composition 436
         Functions 436
         Advisory Role 437
         Impact of Planning Commission
    Liection Commission 438
        Legal Framework 438
        Composition 439
        Independence 439
        Powers and Functions 440
    Comptroller and Auditor General of India
                                           441
        Appointment and Term 441
        Independence 441
        Duties and Powers 442
        Role of CAG 442
        CAG and Corporations 443
        Appleby's Criticism 444
   Public Enterprises: Patterns, Role, Performance and Impact of Liberalisation 444
        Departmental Undertaking 444
        Public Corporation 445
        Government Company 446
        Holding Company 449
        Other Forms 449
        Department of Public Enterprises
        Public Enterprises Selection Board 450
        Role and Performance 450
        Impact of Liberalisation 452
        Multiple Choice Questions 455
        Answers 467
10. Civil Services in India
   Recruitment to All-India and Central Services
       All-India Services
       Central Services
                         470
       Constitutional Provisions 473
```

System of Recruitment 473 Rationale of All-India Services 476 Criticism of All-India Services 478 Sarkaria Commission Recommendations 479 Union Public Service Commission 480 Status 480 Composition 480 Removal 481 Independence 481 Functions 481 Limitations 482 Role 483 Staff Selection Commission 483 Ministry of Personnel 484 Central Administrative Tribunal 485 Training of Civil Servants 485 Training of IAS 485 Training of IPS 486 Training of IFS (Forest) Training of IFS (Foreign) 487 Training of Other Higher Services 487 Generalists and Specialists 488 Meaning 488 Categorisation of Services 489 Historical Perspective 489 Areas of Controversy 489 Case for Generalists 490 Case for Specialists 490 Forms of Organisation Arc Recommendations Steps Taken 492 Fulton Committee Recommendations Minister-Civil Servant Relationship 492 Meaning 492 Relative Roles 493 Principles 493 Relationship in Practice 494 Reasons for Conflicts 494 ARC Recommendations 495 Multiple Choice Questions 496

11. State and District Administration

Governor 505

Appointment and Conditions
Powers and Functions 506

Answers 503

505