



UPSC CSE 2026-27

# PUBLIC ADMINISTRATION

— O P T I O N A L —

## SYLLABUS TOPIC MICRO LISTING

ENRICHED EDITION

For IAS 2026-27

A syllabus decomposition into relevant,  
workable micro-topics

Aligned to the UPSC Civil Services Examination  
Public Administration syllabus



**Abhishiekh Saxena**

Faculty – Public Administration

# ABOUT THIS SYLLABUS MICRO-LISTING

This document provides a comprehensive, workable decomposition of the Public Administration Optional syllabus into clearly defined topics and micro-topics. It is a syllabus map - not an answer-writing framework - and is designed to make the complete preparation universe visible at a glance.

Every unit retains the official UPSC syllabus architecture. The listing is enriched where a syllabus phrase requires finer conceptual, institutional or contemporary administrative detailing, while unnecessary repetition is avoided.

| PAPER I                          | PAPER II                         |
|----------------------------------|----------------------------------|
| Administrative Theory - 12 Units | Indian Administration - 14 Units |

## Reading logic

Dark navy blocks identify the UPSC unit. The light-orange box reproduces the syllabus anchor. Bold navy-orange sub-headings identify the substantive topic; the indented lines beneath it are the corresponding micro-topics.

# CONTENTS

| PAPER I - ADMINISTRATIVE THEORY                                                | PAPER II - INDIAN ADMINISTRATION                            |
|--------------------------------------------------------------------------------|-------------------------------------------------------------|
| 1. Introduction: Public Administration - Meaning, Nature, Scope & Significance | 1. Evolution of Indian Administration                       |
| 2. Administrative Thought                                                      | 2. Philosophical and Constitutional Framework of Government |
| 3. Administrative Behaviour                                                    | 3. Public Sector Undertakings                               |
| 4. Organisations                                                               | 4. Union Government and Administration                      |
| 5. Accountability and Control                                                  | 5. Plans and Priorities                                     |
| 6. Administrative Law                                                          | 6. State Government and Administration                      |
| 7. Comparative Public Administration                                           | 7. District Administration since Independence               |
| 8. Development Dynamics                                                        | 8. Civil Services                                           |
| 9. Personnel Administration                                                    | 9. Financial Management                                     |
| 10. Public Policy                                                              | 10. Administrative Reforms since Independence               |
| 11. Techniques of Administrative Improvement                                   | 11. Rural Development                                       |
| 12. Financial Administration                                                   | 12. Urban Local Government                                  |
|                                                                                | 13. Law and Order Administration                            |
|                                                                                | 14. Significant Issues in Indian Administration             |

IAS Pass Public Administration Optional | Syllabus Topic Micro Listing | Enriched Edition 2026-27



**PUBLIC ADMINISTRATION OPTIONAL**

# **PAPER I**

## **ADMINISTRATIVE THEORY**

---

**SYLLABUS TOPIC MICRO LISTING**

# 1. Introduction: Public Administration - Meaning, Nature, Scope & Significance

## UPSC SYLLABUS

Meaning, scope and significance of Public Administration; Wilson's vision of Public Administration; Evolution of the discipline and its present status. New Public Administration, Public Choice approach; Challenges of liberalization, Privatisation, Globalisation; Good Governance: concept and application; New Public Management.

### Foundations of Public Administration

- Introduction to administration and Public Administration
- Meaning of administration
- Meaning and definitions of Public Administration
- Nigro and Nigro on Public Administration
- Epistemology of Public Administration
- Narrow view of Public Administration
- Broad view of Public Administration
- Political school view of administration
- Legal school view of Public Administration
- Process view of Public Administration
- Subject-matter view of Public Administration
- Market view of Public Administration
- Welfare view of Public Administration

### Nature of Public Administration

- Narrow and broad views
- POSDCORB view
- Discretionist view
- Instrumental view
- Managerial view
- Integral view
- Substantive view
- Public Administration as an art
- Public Administration as a science
- Public Administration as a discipline
- Public Administration as a profession
- Public Administration as Political Science
- Public Administration as Management Science
- Public Administration as philosophy

### Scope and Approaches

- Scope of Public Administration as an activity
- Scope of Public Administration as a discipline
- POSDCORB view of scope
- Subject-matter view of scope
- Process and subject-matter view
- Contemporary view: descriptive, normative, assumptive and instrumental dimensions
- Approaches to the study of Public Administration
- Interdisciplinary character of Public Administration

### Significance and Expanding Role

- Importance of Public Administration as a subject of study
- Importance of Public Administration as an activity
- Public Administration and the modern welfare state
- Public Administration and citizens
- Reasons for the increasing importance of Public Administration
- Increasing importance of specialists
- Decentralisation
- Professional competence
- Public Administration in regulatory, developmental and service-delivery roles

### Public and Private Administration

- Distinctive features of Public Administration
- Distinction between public and private administration
- Similarities between public and private administration
- Public-private convergence and continuing differences
- Business/private administration as a comparative reference point

### Wilson's Vision and Politics-Administration Relationship

- Wilson's view of Public Administration
- Science of administration
- Reasons for the late emergence of Public Administration as a distinct discipline
- Politics-administration dichotomy
- Changing interpretation of politics-administration relationship
- Comparative study of Public Administration in the early discipline

### Evolution of Public Administration: Paradigms and Phases

- Paradigms in Public Administration
- Politics-administration dichotomy phase
- Principles of administration phase
- Public Administration as Political Science
- Public Administration as management
- Public Administration as Public Administration

- Universal principles and their critique
- Humanistic orientation
- Interdisciplinary study
- New Public Administration
- Paradigm shifts and present status of the discipline
- From government to governance
- From hierarchy to networks and collaborative administration

### New Public Administration (NPA)

- Honey Report
- Philadelphia Conference
- Minnowbrook I
- Minnowbrook II
- Minnowbrook III
- Golembiewski on NPA
- H. George Frederickson on NPA and social equity
- Relevance, change, values and social equity
- Comparison across Minnowbrook conferences
- Criticism and continuing relevance of NPA

### Public Choice Approach (PCA)

- Public Choice basics
- New Right philosophy
- Methodological individualism and rational choice
- Vincent Ostrom on Public Choice
- Gordon Tullock on bureaucracy and Public Choice
- Anthony Downs on bureaucracy
- William Niskanen on budget-maximising bureaucracy
- Social-contract view
- Competition, choice and institutional pluralism
- Criticism and limitations of Public Choice

### New Public Management (NPM)

- NPM basics
- Reasons for emergence of NPM
- Characteristics of NPM
- Managerialism, performance and results orientation
- Competition, contracting and customer orientation
- Concerns related to NPM
- Challenges of NPM
- Limitations of NPM
- Entrepreneurial Government - Osborne and Gaebler
- New Public Service - Denhardt and Denhardt
- From NPM to public value, collaboration and whole-of-government approaches

### Governance and Good Governance

- Governance: meaning and emergence
- Good Governance: meaning and emergence
- Good Governance in the modern era
- Key features of Good Governance
- World Bank perspective
- OECD perspective
- IMF perspective
- UNDP perspective
- Critical analysis of Good Governance
- Network governance and collaborative governance
- Citizen-centric and participatory governance
- Digital governance as an emerging governance mode

### Liberalisation, Privatisation and Globalisation (LPG)

- Role of Public Administration under privatisation
- Significance of the changing role of the state
- Impact of LPG on Indian administration
- Negative impacts and accountability concerns under LPG
- Privatisation and its effects on Public Administration
- Element of competition
- Modernisation and technological preparedness
- Attitudinal changes
- Increasing importance of specialists
- Decentralisation and contracting out
- Professional competence
- From provider state to facilitator, regulator and enabling state
- Regulatory capacity and contract-management challenges

## 2. Administrative Thought

### UPSC SYLLABUS

Scientific Management and Scientific Management movement; Classical Theory; Weber's bureaucratic model its critique and post-Weberian Developments; Dynamic Administration (Mary Parker Follett); Human Relations School (Elton Mayo and others); Functions of the Executive (C.I. Barnard); Simon's decision-making theory; Participative Management (R. Likert, C. Argyris, D. McGregor).

### F.W. Taylor and Scientific Management

- Introduction and context of Scientific Management
- Taylor: major writings
- Scientific Management movement
- Deficiencies of the prevailing management system identified by Taylor
- Basic principles of Scientific Management
- Development of a true science of work
- Scientific selection and progressive development of workers
- Bringing together the science of work and scientifically selected workers
- Division of work and responsibility between worker and management
- Functional foremanship
- Mental revolution
- Differential piece-rate system and task idea
- Other important concerns of Taylor
- Critical analysis of Scientific Management
- Relevance of Scientific Management to contemporary administration

### Henry Fayol and Classical Administrative Theory

- Introduction to Fayol
- Fayol: major contribution and writings
- Administrative functions
- Fourteen principles of management
- Need for administrative training
- Fayol and unity of command
- Fayol and unity of direction
- Comparison of Fayol and Taylor
- Criticism of Fayol
- Contemporary relevance of Fayol

### Gulick, Urwick and Classical Organisation Theory

- Importance of structure in an organisation
- Gulick and POSDCORB
- Gulick: bases of departmentalisation
- Urwick: principles of organisation
- Mooney and Reiley
- Unity of command
- Span of control
- Unity of direction
- Scalar principle and coordination
- Line and staff relationship
- Criticism of Classical Theory
- Relevance of Classical Approach

### Max Weber: Authority and Bureaucracy

- Introduction to Weber
- Meaning of bureaucracy
- Weber on authority
- Traditional authority
- Charismatic authority
- Legal-rational authority
- Concept of ideal type
- Weberian bureaucratic model
- Features of legal-rational bureaucracy
- Features and position of officials
- Impersonal order
- Rules and written documents
- Sphere of competence
- Hierarchy
- Separation of personal and public ends
- Career orientation and technical competence
- Monocratic bureaucracy
- Limits on bureaucracy identified by Weber
- Collegiality
- Separation of powers
- Amateur administration
- Direct democracy
- Representation
- Criticism of Weberian bureaucracy
- Relevance of Weberian bureaucracy

### Post-Weberian Developments

- Robert K. Merton: bureaucratic dysfunctions and goal displacement
- Philip Selznick: co-optation and informal organisation
- Alvin Gouldner: patterns of industrial bureaucracy
- Michel Crozier: bureaucratic phenomenon and vicious circle
- Representative bureaucracy

- Professional bureaucracy and technocracy
- From hierarchy to post-bureaucratic and network organisations
- Continuing relevance and limits of the Weberian model

### Mary Parker Follett - Dynamic Administration

- Introduction and context
- Constructive conflict
- Integration as a method of conflict resolution
- Power-with versus power-over
- Authority of the situation
- Coordination and circular response
- Leadership and control
- Contribution and evaluation of Follett
- Relevance to participatory and collaborative administration

### Chester I. Barnard

- Introduction
- Organisation as a cooperative system
- Formal and informal organisation
- Distinction between formal and informal organisation
- Acceptance theory of authority
- Zone of indifference
- Communication and communication systems
- Responsibility and moral leadership
- Decision-making
- Functions of the Executive
- Effectiveness and efficiency
- Critical evaluation
- Barnard's contribution to Public Administration
- Inducement-contribution balance
- Organisational equilibrium

### Human Relations School - Elton Mayo and Others

- Human Relations movement
- Elton Mayo and research findings
- Early enquiries and experiments
- Problem of rest and rest pauses
- Hawthorne Studies and experiments
- Hawthorne effect
- Informal groups and social norms
- Absenteeism and workplace behaviour
- Principal conclusions of Hawthorne experiments
- Taylor versus Mayo
- Human Relations versus Classical approaches
- Evaluation and limitations of the Human Relations School
- Relevance to public organisations

### Behaviouralism and Behavioural Sciences

- Rise and growth of behaviouralism
- Historical background
- Human Relations approach versus Behavioural Sciences approach
- Behavioural Sciences approach
- Interdisciplinary behavioural analysis
- Criticism of behaviouralism
- Relevance of behaviouralism to administration

### Herbert A. Simon - Decision-Making Theory

- Critique of classical principles as proverbs of administration
- Decision-making as the core of administration
- Fact-value distinction
- Economic man and administrative man
- Bounded rationality
- Satisficing behaviour
- Decision premises
- Programmed and non-programmed decisions
- Organisational influence on individual decisions
- Stages and process of decision-making
- Criticism of Simon
- Relevance of Simon to Public Administration
- Means-ends hierarchy in administrative decisions
- Organisational identification and decision influence

### Chris Argyris

- Human personality and the organisation
- Maturity-immaturity continuum
- Conflict between mature personality and formal organisation
- Solutions to reduce individual-organisation tension
- Forms of future organisations
- Pyramidal structure
- Adapted formal organisational structure
- Participative organisational structure
- Matrix organisation structure
- Group or sensitivity training
- Criticism of Simon and socio-psychological approaches
- Critical evaluation of Argyris

### Douglas McGregor

- Introduction
- Theoretical assumptions in management
- Theory X and Theory Y
- Assumptions of Theory X

- Assumptions of Theory Y
- Implications of Theory X and Theory Y
- Theory Y and participative management
- Scanlon Plan
- Theory Y in line-staff relations
- Critique and relevance

**Rensis Likert**

- Introduction
- Supervisory styles
- Supportive relationships
- Linking-pin model
- Science-based management
- Application of systems concept
- Managing conflict
- Management systems
- System I - Exploitative-authoritative
- System II - Benevolent-authoritative
- System III - Consultative
- System IV - Participative-group
- Evaluation of Likert and relevance to participative management

### 3. Administrative Behaviour

**UPSC SYLLABUS**

Process and techniques of decision-making; Communication; Morale; Motivation Theories content, process and contemporary; Theories of Leadership: Traditional and Modern.

**Decision-Making**

- Meaning and significance of decision-making
- Types of decisions
- Factors in decision-making
- Decision-making process
- Research and analysis in decision-making
- Rationality in decision-making
- Economic man and administrative man
- Administrative man
- Programmed and non-programmed decisions
- Individual and group decision-making
- Constraints on decision-making
- Internal constraints
- External constraints
- Decision-making under uncertainty and risk
- Techniques supporting administrative decisions
- Relationship between decision-making and organisational structure

**Communication**

- Definitions and meaning of communication
- Process of communication
- Importance of communication
- Types of communication
- Formal and informal communication
- Grapevine: advantages
- Grapevine: limitations
- Downward communication
- Upward communication
- Lateral/horizontal communication
- Diagonal communication
- Communication networks
- Formal communication networks
- Informal communication networks
- Communication and technology
- Barriers to communication
- Essentials of effective communication
- Communication overload and information asymmetry
- Digital communication and communication in networked organisations

**Morale**

- Meaning and nature of morale
- Determinants of morale
- Measurement and indicators of morale
- Status of morale in Indian civil services
- Relationship between motivation and morale
- Difference between motivation and morale
- Leadership, work environment and morale
- Measures for improving morale

**Motivation: Foundations and Content Theories**

- Meaning of motivation
- Content and process theories of motivation
- Maslow's Hierarchy of Needs
- Implications of Maslow for managers
- Limitations of Maslow
- Herzberg's Two-Factor Theory

- Hygiene factors and motivators
- Limitations of Two-Factor Theory
- Implications of Two-Factor Theory
- McGregor's Theory X and Theory Y
- Alderfer's ERG Theory
- Maslow versus ERG
- Implications of ERG
- McClelland's Theory of Needs

**Motivation: Process and Contemporary Theories**

- Goal-Setting Theory
- Conditions and contingencies in Goal-Setting Theory
- Advantages and limitations of Goal-Setting Theory
- Reinforcement Theory
- Implications of Reinforcement Theory
- Equity Theory
- Assumptions of Equity Theory
- Expectancy Theory
- Advantages of Expectancy Theory
- Limitations of Expectancy Theory
- Implications of Expectancy Theory
- Public Service Motivation
- Intrinsic and extrinsic motivation in public organisations
- Motivation under remote, digital and team-based work environments

**Leadership: Traditional and Behavioural Approaches**

- Great Man Theory
- Trait Theory of Leadership
- Ohio State Studies
- University of Michigan Studies
- Managerial Grid
- Behavioural approaches to leadership

**Leadership: Contingency and Modern Approaches**

- Contingency/Situational theories
- Fiedler Model
- Cognitive Resource Theory
- Hersey-Blanchard Situational Leadership
- Leader-Member Exchange Theory
- Path-Goal Theory
- Leader-Participation Model
- Transactional leadership
- Transformational leadership
- Servant leadership
- Ethical leadership
- Adaptive leadership
- Leadership in public and crisis administration

### 4. Organisations

**UPSC SYLLABUS**

Theories - systems, contingency; Structure and forms: Ministries and Departments, Corporations, Companies; Boards and Commissions; Ad hoc and advisory bodies; Headquarters and Field relationships; Regulatory Authorities; Public-Private Partnerships.

**Organisation: Meaning and Process**

- Meaning and characteristics of organisation
- Features of organisations
- Principles of organisation
- Steps in the organisational process
- Determination of objectives
- Identification and grouping of activities
- Allotment of duties
- Developing relationships
- Integration and coordination of activities

**Formal and Informal Organisation**

- Formal organisation
- Features, advantages and disadvantages of formal organisation
- Informal organisation
- Features, advantages and disadvantages of informal organisation
- Relationship between formal and informal organisation

**Theories of Organisation**

- Classical theory of organisation
- Neo-Classical theory of organisation
- Modern theory of organisation
- Systems Theory
- Organisation as an open system
- Features of a social system
- Relevance and advantages of Systems Theory
- Contingency Theory
- Environment-structure fit
- Open-system model: inputs, conversion, outputs and feedback
- Katz and Kahn on organisations as open systems

- Burns and Stalker: mechanistic and organic structures
- Lawrence and Lorsch: differentiation and integration

### Organisational Structure

- Meaning of organisational structure
- Types of organisational structures
- Line organisation
- Line-and-staff organisation
- Functional organisation
- Divisional organisation
- Matrix organisation
- Project and team structures
- Network and virtual organisations
- Centralisation versus decentralisation
- Tall versus flat structures

### Forms of Organisations

- Ministry/Ministries
- Department
- Functional departmentalisation
- Product departmentalisation
- Customer departmentalisation
- Geographic departmentalisation
- Process departmentalisation
- Corporation
- Government company
- Boards and Commissions
- Committee
- Council
- Ad hoc bodies
- Advisory bodies
- Comparison between Department, Corporation and Company

### Headquarters-Field Relationships

- Relevance of headquarters and field agencies
- Types of headquarters-field relationships
- Functional relationship
- Territorial/unitary relationship
- Mixed relationship
- Problems of headquarters-field relations
- Psychological stereotyping
- Differences in remuneration and privileges
- Failure to implement tenurial systems
- Lack of expertise, technology and resources at field level
- Weak communication between headquarters and field agencies
- Methods to improve headquarters-field relations
- Delegation, deconcentration and field autonomy

### Independent Regulatory Commissions and Regulatory Authorities

- Origin and rationale of independent regulation
- Features of Independent Regulatory Commissions
- Critical analysis of IRCs
- Regulatory bodies in India
- Functions of regulatory bodies
- Major regulatory bodies in India
- Benefits of regulatory bodies
- Issues with regulatory bodies in India
- Independence versus accountability
- Regulatory capture
- Multi-sector and convergent regulation

### Public-Private Partnerships (PPP)

- Meaning and rationale of PPP
- Build-Operate-Transfer (BOT)
- Build-Own-Operate (BOO)
- Build-Own-Operate-Transfer (BOOT)
- Build-Operate-Lease-Transfer (BOLT)
- Design-Build-Finance-Operate-Transfer (DBFOT)
- Operate-Maintain-Transfer (OMT)
- Toll-Operate-Transfer (TOT)
- Hybrid Annuity Model (HAM)
- Need and advantages of HAM
- Engineering, Procurement and Construction (EPC) as a comparator/non-PPP procurement model
- Need and issues of EPC
- Scope of PPPs
- Limitations of PPPs
- Experience of PPPs in India
- Institutional efforts for PPPs
- PPP Cell, Department of Economic Affairs, Ministry of Finance
- Kelkar Committee on Revisiting and Revitalising the PPP Model
- Terms of reference and key recommendations of the Kelkar Committee
- Risk allocation in PPPs
- Accountability, transparency and public-interest concerns
- Contract design, renegotiation and regulatory capacity
- Collaborative governance and partnership management

## 5. Accountability and Control

### UPSC SYLLABUS

Concepts of accountability and control; Legislative, Executive and judicial control over administration; Citizen and Administration; Role of media, interest groups, voluntary organizations; Civil society; Citizen's Charters; Right to Information; Social audit.

### Concepts of Accountability, Responsibility, Authority and Control

- Meaning of accountability
- Meaning of responsibility
- Differences between responsibility and accountability
- Authority and responsibility
- Meaning of control
- Accountability versus control
- Reasons for accountability and control
- Origin and evolution of accountability mechanisms
- Substantive and procedural accountability
- Internal and external accountability
- Political, administrative, legal, professional and social accountability
- Vertical, horizontal and diagonal accountability
- Answerability and enforcement dimensions of accountability

### NPM and Accountability

- NPM and changing accountability relationships
- Limitations of traditional Public Administration system
- Background and reasons for emergence of NPM
- NPM model and accountability
- Performance and contractual accountability
- Accountability trade-offs under managerial autonomy
- Significance of accountability
- Westminster chain of accountability
- Barriers/problems to accountability
- Measures to strengthen accountability

### Internal Control and Accountability

- Internal administrative control
- Budgetary control
- Personnel management control
- Organisation and Methods (O&M;) control
- O&M; system in India
- Administrative ethics
- Leadership and internal accountability
- Codes of conduct and discipline
- Vigilance and integrity systems
- Vigilance architecture: CVC, departmental vigilance and preventive vigilance
- Whistle-blowing and protection of public-interest disclosures

### Legislative Control and Accountability

- Nature and basis of legislative control
- Questions, debates and motions
- Control over delegated legislation
- President's address/speech and parliamentary accountability
- Financial control by the legislature
- Other forms of legislative control
- Parliamentary committees
- Public Accounts Committee
- Estimates Committee
- Committee on Public Undertakings
- Department-related Standing Committees
- Limitations of legislative control

### Executive Control and Accountability

- Executive control over administration
- Recruitment and promotion systems
- Executive law-making
- Budget and expenditure control
- Staff agencies
- Civil service conduct and discipline
- Inspection, supervision and reporting
- Appeal to public opinion
- Limitations of executive control

### Judicial Control and Accountability

- Basis of judicial control and Rule of Law
- Grounds of judicial intervention
- Means of judicial control over administration
- Writs
- Judicial review of administrative action
- Limitations of judicial control
- Unmanageable volume of work
- Post-mortem nature of judicial control
- Prohibitive costs
- Cumbersome procedures
- Statutory limitations
- Specialised nature of administrative action

- Lack of awareness
- Judicial independence and institutional capacity
- Second ARC on accountability and judicial/administrative reforms

### Citizen and Administration

- Citizen-administration interaction
- Concept of citizen-centric administration
- Core principles of citizen-centric administration
- Channels of grievance redressal
- Redressal through Parliament/legislature
- Judicial remedies
- Administrative tribunals
- Department of Administrative Reforms and Public Grievances (DARPG)
- Directorate of Public Grievances (DPG)
- Grievance officers and departmental grievance cells
- Information and Facilitation Counters
- Online registration of grievances
- Centralised Public Grievance Redress and Monitoring System (CPGRAMS)
- Lok Adalats
- Ombudsman
- Lokpal
- Lokayuktas
- Central Vigilance Commission
- Anti-corruption grievance channels

### Media and Accountability

- Role of media in accountability
- Media as a link between government and citizens
- Issues and measures concerning media
- Problems faced by Indian media
- Press freedom and its necessity
- Supreme Court jurisprudence on freedom of speech and press
- Measures to protect press freedom
- Paid news
- Parliamentary/committee concerns on paid news
- Paid news and electoral accountability
- Corporate and political lobbying and ownership
- Yellow journalism
- Media regulation in India
- Self-regulation and in-house mechanisms
- Digital/online media
- Information Technology (Intermediary Guidelines and Digital Media Ethics Code) Rules - administrative relevance
- Media trials
- Selective targeting and misinformation
- Social media, algorithms and public accountability
- Measures for responsible and accountable media

### Civil Society and NGOs

- Civil society: meaning and evolution
- Need for civil society organisations
- Functional contribution of civil society to effective governance
- Role of civil society organisations
- Issues related to civil society organisations
- Types of civil society organisations
- Suggestions for strengthening civil society
- NGOs: establishment and role
- Social-safety role
- Service-delivery role
- Improving government performance
- Community participation
- Advantages of NGOs
- Ability to experiment
- Flexibility and local adaptation
- Rapport with communities
- Communication across levels
- Issues with NGOs
- Accreditation issues
- Funding constraints
- Networking problems
- Developmental and cultural hurdles
- Volunteerism and youth participation
- Legal and regulatory framework for NGOs
- Constitutional space for associations
- Foreign Contribution (Regulation) Act (FCRA)
- Eligibility and conditions for foreign contribution
- Public-interest considerations
- Impact of regulation
- Foreign Exchange Management Act (FEMA) relevance
- Capacity building
- ICT use by NGOs
- Annual reporting and financial transparency
- Monitoring and accountability
- Role in rural areas
- Difference between civil society organisations and NGOs

### Pressure and Interest Groups

- Meaning and characteristics of pressure groups
- Methods used by pressure groups in India

- Types: institutional, associational, anomic and non-associational
- Pressure groups in India
- Shortcomings of pressure groups
- Political parties versus pressure groups
- Media as a pressure group
- Interest groups
- Voluntary organisations
- National Policy on the Voluntary Sector and its objectives

### Citizens' Charters and Sevottam

- Citizens' Charters: meaning and significance
- Citizen Charter in India
- Issues with Citizens' Charters in India
- Second ARC recommendations on Citizens' Charters
- Sevottam Model
- Seven steps in the Sevottam framework
- Three modules in Sevottam
- Benefits of Sevottam
- Drawbacks and implementation dependencies of Citizen Charters/Sevottam
- Service standards and citizen feedback

### Right to Information (RTI)

- Meaning and scope of Right to Information
- Rights included under RTI
- RTI as an instrument of transparency and accountability
- Major challenges associated with RTI
- Demand-side issues
- Supply-side issues
- Implementation issues
- Institutional issues concerning Information Commissions
- Second ARC recommendations on RTI
- Independence and capacity of CIC/SICs
- Protection of the integrity of RTI institutions
- Political parties and RTI: arguments for and against
- Proactive disclosure and open government

### Social Audit

- Meaning and different types of audit
- Scope and objectives of social audit
- Types of social audit
- Principles of social audit
- Social audit in India
- Social Audit Cycle
- Legal basis of social audit
- Significance of social audit
- Social audit and MGNREGA
- Issues/challenges with social audits
- Implications and limits of social audit
- Institutionalisation of community monitoring

## 6. Administrative Law

### UPSC SYLLABUS

Meaning, scope and significance; Dicey on Administrative law; Delegated legislation; Administrative Tribunals.

### Meaning, Nature, Scope and Sources

- Meaning and definition of Administrative Law
- Nature and scope of Administrative Law
- Sources of Administrative Law
- Importance and significance of Administrative Law
- Growth of Administrative Law
- Growth in England
- Growth in the United States
- Growth in India
- Future role of Administrative Law
- Administrative Law and Constitutional Law: distinction and relationship

### Rule of Law and Dicey

- Dicey on Rule of Law
- Dicey on Administrative Law
- Criticism of Dicey's viewpoint
- Rule of Law versus droit administratif
- Rule of Law in the Indian constitutional-administrative context

### Administrative Discretion and Natural Justice

- Meaning and need for administrative discretion
- Limits and control of administrative discretion
- Abuse, mala fides and irrelevant considerations
- Principles of natural justice
- Audi alteram partem
- Nemo iudex in causa sua
- Reasoned/speaking orders
- Doctrine of proportionality
- Legitimate expectation

- Judicial review of administrative discretion
- Doctrine of ultra vires

### Delegated Legislation

- Delegated legislation, executive legislation and administrative action
- Need for delegated legislation and reasons for growth
- Types of delegated legislation
- Advantages of delegated legislation
- Disadvantages and risks of delegated legislation
- Control over delegated legislation
- Parliamentary safeguards
- Judicial safeguards
- Procedural and special safeguards
- Sub-delegation and excessive delegation
- Laying procedures and legislative scrutiny of delegated legislation

### Administrative Adjudication and Judicial Control

- Administrative adjudication
- Quasi-judicial functions of administration
- Judicial control of administration
- Judicial review
- Grounds for judicial review of administrative actions
- Evolution and concept of Ombudsman

### Administrative Tribunals in India

- Rationale and nature of administrative tribunals
- Articles 323A and 323B
- Administrative Tribunals Act, 1985
- Central Administrative Tribunal (CAT)
- State Administrative Tribunals
- Armed Forces Tribunal
- National Green Tribunal
- Income Tax Appellate Tribunal
- Water Disputes Tribunals
- Appointment, tenure, resignation and removal issues
- Characteristics of administrative tribunals
- Courts versus tribunals
- Advantages of tribunals
- Drawbacks of tribunals
- Safeguards against tribunal-related concerns
- Tribunal rationalisation/merger issues
- Tribunal rules and institutional independence
- Recent changes and continuing issues in tribunal functioning
- L. Chandra Kumar and judicial review of tribunal decisions
- Tribunal independence and separation-of-powers concerns

- Civil society and associational life
- Technology and globalisation
- Administrative culture as an explanatory variable

### Administration and Politics in Different Countries

- Political system-administration relationship
- Parliamentary versus presidential administrative settings
- Federal versus unitary administrative systems
- Career versus position-based civil services
- United Kingdom: administrative traditions and political control
- United States: fragmented administration and political appointments
- France: administrative state and grands corps tradition
- Developing-country administration
- Comparability, transferability and contextual limits

### Approaches and Models

- Traditional approaches
- Philosophical approach
- Historical approach
- Comparative approach
- Institutional approach
- Behavioural approach
- Decision-making approach
- Systems approach
- Structural-functional approach
- Ecological approach
- Development approach
- Contingency approach
- Marxist approach
- Rational-choice approach
- Public Choice approach
- Use and limitations of models in Public Administration
- Weberian bureaucratic model in comparative perspective
- Wilsonian comparative perspective

### Riggs and Ecological Approach

- Introduction to Fred W. Riggs
- Trends in CPA identified by Riggs
- General Systems approach
- Structural-functional approach
- Ecological approach: premise and application
- Merits and limitations of the ecological approach
- Agraria-Industria model
- Fused-Prismatic-Diffracted model
- Fused society
- Prismatic society
- Diffracted society
- Prismatic-Sala model
- Heterogeneity
- Formalism
- Overlapping
- Poly-communalism and clefts
- Price-indeterminacy and bazaar-canteen model
- Appraisal and critique of Riggs
- Development Administration in Riggsian perspective

### CPA Beyond Riggs

- Critique of ecological determinism
- Comparative institutionalism
- Administrative culture and institutional path dependence
- Policy transfer and lesson-drawing
- Global convergence versus contextual diversity
- Post-NPM and governance reforms in comparative perspective

## 7. Comparative Public Administration

### UPSC SYLLABUS

Historical and sociological factors affecting administrative systems; Administration and politics in different countries; Current status of Comparative Public Administration; Ecology and administration; Riggsian models and their critique.

### Meaning, Nature, Scope and Purpose

- Meaning of Comparative Public Administration (CPA)
- Nature, scope and purpose of CPA
- Normative to empirical transition
- Idiographic to nomothetic transition
- Non-ecological to ecological transition
- Sources of comparative analysis
- Objectives and significance of CPA
- Problems and limitations of CPA

### Evolution of CPA

- Reasons for the evolution of CPA
- Contact with developing countries
- Post-World War II administrative challenges
- International cooperation and technical assistance
- Search for a science of administration
- Demarcation of subject matter
- Cold War context
- Development of CPA as a discipline
- Comparative Administration Group (CAG)
- Relationship between CAG and the wider comparative movement
- Current status and continuing relevance of CPA

### Historical and Sociological Factors Affecting Administrative Systems

- Colonial legacy
- Political history and state formation
- Social structure and stratification
- Culture and administrative values
- Economic development and administrative capacity
- Legal traditions
- Religion and traditional values

## 8. Development Dynamics

### UPSC SYLLABUS

Concept of development; Changing profile of development administration; 'Anti-development thesis'; Bureaucracy and development; Strong state versus the market debate; Impact of liberalisation on administration in developing countries; Women and development - the self-help group movement.

### Concept of Development and Development Administration

- Concept and meanings of development
- Reasons for emergence of Development Administration
- Development Administration and administration of development
- Administration for development versus development of administration
- Characteristics of Development Administration
- Objectives of Development Administration
- Functions of developmental administration
- Nature of Development Administration
- Areas of Development Administration
- Importance of Development Administration

- Development variables
- Scope of Development Administration
- Problems and limitations of Development Administration

### **Bureaucracy and Development**

- Role of bureaucracy in the development process
- Bureaucracy as change agent
- Bureaucratic neutrality versus commitment in development
- Administrative capacity and state capability
- Representative and responsive bureaucracy in development
- Bureaucracy, participation and local development

### **Edward Weidner's Models of Development**

- Ideal planned directional growth with system change
- Short-run payoff: planned directional growth with no system change
- Long-run payoff: planned system change with no directional growth
- Failure planning: no growth and no system change
- Environmental stimulus: unplanned directional growth with system change
- Pragmatism: unplanned directional growth with no system change
- Crisis: unplanned system change with no directional growth
- Static society
- Review and limitations of Weidner's models

### **Changing Profile of Development Administration**

- Development dynamics
- Development Administration from the 1950s to the 1970s
- Reasons for the rise and decline of classical Development Administration
- Development Administration in the 1980s
- Development Administration during the 1990s
- Development Administration in the new millennium
- From economic growth to human development
- Participatory and people-centred development
- Sustainable and inclusive development
- Good Governance and development
- State capacity and development outcomes

### **Anti-Development Thesis**

- Anti-development thesis
- Policy of reversals
- Criticism of anti-development thesis
- Development-induced exclusion and displacement
- Top-down administration versus participatory development
- Appraisal of development administration

### **Strong State versus Market Debate**

- Strong state versus market debate
- Role of Public Administration in the age of liberalisation
- Case for continuing state intervention
- Market failure and state failure
- Regulatory state and enabling state
- Public-private-civil society mix in development
- Impact of liberalisation on administration in developing countries

### **Women and Development**

- Women in Development (WID)
- Women and Development (WAD)
- Gender and Development (GAD)
- Women and the self-help group movement
- Self-help and group model for women
- Economic empowerment and financial inclusion
- Women's participation in local governance
- Gender-responsive administration

- Manpower/human resource planning
- Vacancy identification and job analysis
- Selection committees and recruitment institutions
- Recruitment notification and application process
- Shortlisting and competitive selection
- Examinations and interviews
- Verification and appointment
- Elements of a positive recruitment policy
- Forms of recruitment
- Direct versus indirect recruitment
- Internal versus external recruitment
- Problems of recruitment
- Generalist-specialist debate
- Lateral entry and domain expertise

### **Training and Capacity Building**

- Meaning and objectives of training
- Training methods
- On-the-job training methods
- Off-the-job training methods
- Types of training
- Induction, foundational and mid-career training
- Training needs assessment
- Evaluation of training
- Competency-based capacity building
- Continuous learning and digital training

### **Employee Performance Management**

- Meaning and objectives of performance management
- Key benefits of performance management
- Performance appraisal: requirements
- Administrative objectives of appraisal
- Work-related objectives
- Career-development objectives
- Traditional methods: graphic rating scale
- Ranking method
- Forced distribution method
- Critical incident method
- Forced-choice rating method
- Nomination
- Work sample tests
- Result-oriented performance appraisal
- Annual Confidential Reports (ACR)
- Annual Performance Appraisal Reports (APAR)
- Evaluation of traditional methods
- Modern appraisal methods
- Management by Objectives (MBO)
- 360-degree feedback
- Assessment Centre method
- Human Resource Accounting method
- Behaviorally Anchored Rating Scales (BARS)
- Performance appraisal in India
- Suggestions for improving performance appraisal

### **Position and Rank Classification**

- Position classification
- Advantages and disadvantages of position classification
- Rank classification
- Advantages and disadvantages of rank classification
- Position versus rank-based civil services
- Classification and career mobility

### **Career Development, Promotion and Service Conditions**

- Career development
- Career advancement and succession planning
- Promotion: merit versus seniority
- Pay and salary structuring
- Factors determining salary scales
- Pay Commissions
- Service conditions
- Health-care and welfare provisions
- Tenure, postings and transfers
- Security of tenure versus administrative flexibility

### **Code of Conduct and Discipline**

- Code of conduct
- Code of conduct in India
- Disciplinary action in India
- Principles of disciplinary proceedings
- Conduct rules and political neutrality
- Integrity and conflict-of-interest concerns

### **Employer-Employee Relations and Grievances**

- Employer-employee relations
- Employee unions and staff associations
- Evolution of Joint Consultative Machinery (JCM)
- JCM and Compulsory Arbitration Scheme
- Salient features of JCM
- Functions of councils
- Staff Councils and objectives
- Three-tier machinery

## **9. Personnel Administration**

### **UPSC SYLLABUS**

Importance of human resource development; Recruitment, training, career advancement, position classification, discipline, performance appraisal, promotion, pay and service conditions; employer-employee relations, grievance redressal mechanism; Code of conduct; Administrative ethics.

### **Meaning, Evolution and HRD**

- Introduction and meaning of Personnel Administration
- Need for reforms in Personnel Administration
- Human Resource Development (HRD)
- Features of HRD
- Benefits of HRD
- Evolution of Personnel Administration to HRM/HRD
- HRD efforts in India
- Functions of HRD/Personnel Administration
- Human resource planning
- Merit, representativeness and equal opportunity in public employment

### **Recruitment**

- Meaning and importance of recruitment

- National Council
- Departmental Councils
- Regional/office councils
- Board of Arbitration
- Industrial councils
- Grievance redressal mechanisms
- Administrative tribunals and service grievances
- Collective bargaining: relevance and limits in public services

### Administrative Ethics

- Meaning and importance of Administrative Ethics
- Legal framework to check erosion of ethics and corruption
- Code of ethics versus code of conduct
- Integrity, impartiality, objectivity and public-service values
- Ethical dilemmas in public personnel administration
- Public Service Motivation
- Institutional mechanisms for ethics and integrity

- Internal and external evaluation
- Policy review
- Evidence-based policy
- Policy feedback and learning
- Limitations of evaluation and data

### State Theories and Public Policy

- Pluralist theory of Public Policy
- Important features of pluralism
- Elite theory
- Marxist/Capitalist state theory
- Features of Marxist analysis
- Patriarchal state
- Typologies of state and policy formulation
- Developmental state
- Welfare state
- Regulatory state
- Networked governance and policy communities
- Role of interest groups, experts and policy networks

## 10. Public Policy

### UPSC SYLLABUS

Models of policy-making and their critique; Processes of conceptualisation, planning, implementation, monitoring, evaluation and review and their limitations; State theories and public policy formulation.

### Meaning, Nature and Types of Public Policy

- Meaning of Public Policy
- Policy and goals
- Policies and decisions
- Features of Public Policy
- Types of Public Policy
- Substantive policy
- Regulatory policy
- Distributive policy
- Redistributive policy
- Constituent policy
- Thrust and scope of Public Policy Analysis

### Models of Policy-Making

- Institutional model
- Elite model
- Group model
- Systems model
- Rational-comprehensive model
- Incremental model and Lindblom
- Incrementalism: merits and limitations
- Mixed-scanning model and Etzioni
- Optimal model and Yehezkel Dror
- Public Choice model
- Game Theory in policy-making
- Prisoner's Dilemma
- Strategic planning paradigm - Alfred Chandler
- Jenkins model of policy process
- Critique and applicability of policy models

### Public Policy Process

- Problem identification
- Agenda setting
- Policy conceptualisation
- Policy formulation
- Policy planning and design
- Policy adoption/legitimation
- Implementation
- Monitoring
- Evaluation
- Review and feedback
- Policy termination and succession
- Limitations at each stage of the policy process

### Policy Implementation

- Implementation gap
- Top-down implementation
- Bottom-up implementation
- Street-level bureaucracy
- Inter-organisational implementation
- Centre-State-local implementation issues
- Capacity, coordination and compliance
- Role of frontline functionaries
- Stakeholder participation in implementation

### Policy Monitoring, Evaluation and Learning

- Meaning and purposes of monitoring
- Process and outcome monitoring
- Evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability
- Formative and summative evaluation

## 11. Techniques of Administrative Improvement

### UPSC SYLLABUS

Organisation and methods, Work study and work management; e-governance and information technology; Management aid tools like network analysis, MIS, PERT, CPM.

### Organisation and Methods (O&M;)

- Meaning of O&M;
- Scope of O&M;
- Functions of Organisation and Methods
- Principles of O&M;
- History and evolution of O&M; techniques
- Working of O&M;
- O&M; organisation in India
- Aspects of O&M;
- Advantages of O&M;
- Disadvantages and limitations of O&M;
- Organisation review and process simplification

### Work Study and Work Management

- Meaning and concept of Work Study
- Need for Work Study
- Techniques of Work Study
- Method Study
- Work Measurement
- Objectives of Method Study
- Objectives of Work Measurement
- Advantages of Work Study
- Time and motion study
- Workflow and process analysis
- Office procedure and simplification

### E-Governance and Information Technology

- Meaning and types of e-governance
- Pre-requisites for sustainable e-governance
- Connectivity
- Community participation
- Stages of e-governance
- Emerging/information stage
- Enhanced stage
- Interactive stage
- Transactional stage
- Networked/integrated stage
- Promoting e-governance in India
- Information technology in administrative improvement
- Business Process Re-engineering in government
- Interoperability and integrated service delivery
- Digital identity and Digital Public Infrastructure
- Data governance and data-driven administration
- Artificial Intelligence in public administration
- Privacy, cybersecurity and digital exclusion
- Digital accountability and algorithmic transparency
- National e-Governance Plan and Digital India as administrative transformation initiatives

### Management Aid Tools and Network Analysis

- Network analysis
- Governance networks
- Management Information Systems (MIS)
- Types of information systems
- Transaction Processing System (TPS)
- Decision Support System (DSS)
- Office Automation System (OAS)

- Executive Support System (ESS)
- Evolution of MIS
- First-generation MIS
- Second-generation MIS
- Characteristics of MIS
- Structure and components of MIS
- Hardware
- Software
- Procedures
- Databases
- Information quality and decision support

#### **PERT and CPM**

- PERT and CPM: meaning and applications
- Process of PERT/CPM
- Network construction and critical path
- Advantages of PERT
- Limitations of PERT
- CPM and time-cost trade-offs
- Key differences between PERT and CPM
- Assessment of PERT/CPM in public projects

#### **Contemporary Improvement Techniques**

- Benchmarking
- Total Quality Management
- Citizen-centric service standards
- Lean process improvement
- Knowledge management
- Learning organisation
- Innovation labs and mission-mode administration

- Management by Objectives in budgeting
- Zero-Based Budgeting (ZBB)
- Target-based budgeting
- Budgeting for Results
- Outcome Budget
- Gender-responsive and other thematic budgeting as contemporary extensions
- Budgetary principles

#### **Budgetary Process**

- Budget formulation
- Contents of the Budget
- Legislative authorisation
- Execution of the Budget
- Cash and expenditure management
- Supplementary demands and re-appropriation
- Monitoring and outcome assessment
- Role of administrative ministries and finance agencies

#### **Financial Accountability: Accounts and Audit**

- Meaning and purposes of accounts
- Types of government accounts
- Administrative functions of accounting
- Accounting reforms in India
- Cash versus accrual accounting
- Meaning and purposes of audit
- Role of audit in the modern state
- Classification and types of audit
- Financial audit
- Compliance audit
- Performance audit
- Internal audit
- Audit and legislative accountability
- Financial accountability as a system of authorisation, execution, reporting and audit

## **12. Financial Administration**

#### **UPSC SYLLABUS**

Monetary and fiscal policies; Public borrowings and public debt; Budgets - types and forms; Budgetary process; Financial accountability; Accounts and audit.

#### **Meaning, Importance and Scope**

- Financial Administration: meaning and importance
- Public versus private finance
- Definition of public finance
- Definition of private finance
- Key differences between public and private finance
- Components of Financial Administration
- Financial planning, budgeting, resource mobilisation, investment decisions, expenditure control, accounting and auditing

#### **Monetary Policy**

- Meaning of monetary policy
- Objectives of monetary policy
- Role of monetary policy in developing economies
- Developmental role
- Creation and expansion of financial institutions
- Effective central banking
- Integration of organised and unorganised money markets
- Developing banking habits
- Monetisation of the economy
- Integrated interest-rate structure
- Debt management
- Balance-of-payments considerations
- Control of inflationary pressures
- Administrative relevance and institutional coordination

#### **Fiscal Policy**

- Definition, types and objectives of fiscal policy
- Difference between fiscal and monetary policy
- Expansionary and contractionary fiscal policy
- Fiscal policy and development
- Fiscal policy and redistribution
- Institutional coordination in fiscal management

#### **Public Borrowings and Public Debt**

- Meaning of public borrowing and public debt
- Reasons for government indebtedness
- Forms of government indebtedness
- Debt servicing and repayment
- India's public debt
- Debt sustainability and inter-generational equity

#### **Budget: Concept, Types and Forms**

- Concept and definition of budget
- Types of budgets
- Line-item budgeting
- Performance Budgeting
- Planning-Programming-Budgeting System (PPBS)



**PUBLIC ADMINISTRATION OPTIONAL**

# **PAPER II**

## **INDIAN ADMINISTRATION**

---

**SYLLABUS TOPIC MICRO LISTING**

## 1. Evolution of Indian Administration

### UPSC SYLLABUS

Kautilya Arthashastra; Mughal administration; Legacy of British rule in politics and administration; Indianization of Public services, revenue administration, district Administration, local self Government.

#### Kautilya and the Arthashastra

- Kautilya's conception of statecraft, governance and administration
- Saptanga theory of the state
- Mandala theory and statecraft
- King and council of ministers
- Administrative departments and officials
- Personnel administration and selection of officials
- Revenue and financial administration
- Law, justice and internal order
- Espionage, intelligence and administrative control
- Anti-corruption measures and supervision of officials
- Welfare orientation and yogakshema
- Disaster and famine administration
- Good-governance principles in the Arthashastra
- Comparison with Weberian bureaucracy
- Continuities and contrasts with contemporary Indian administration

#### Mughal Administration

- Nature of Mughal administration
- Central administrative structure
- Provincial administration
- District and local administration
- Personnel administration
- Mansabdari system
- Revenue administration and Todar Mal system
- Judicial and law-and-order arrangements
- Imperial karkhanas and state economic establishments
- Characteristics of governance under the Mughals
- Strengths and limitations of Mughal administration
- Continuities and impact on later Indian administration

#### Legacy of British Rule in Politics and Administration

- Political legacy of British rule
- Administrative legacy
- Centralisation and bureaucratic state
- Secretariat system
- Civil services and ICS tradition
- Evolution of the office of the District Collector
- Revenue administration
- Law-and-order administration and police system
- Judicial-administrative separation
- Local self-government under colonial rule
- Budget, accounts and audit institutions
- Public works and departmental administration
- Major constitutional-administrative reforms under British rule
- Continuities and departures after Independence

#### Indianisation of Public Services

- Early demand for Indianisation
- Competitive recruitment and simultaneous examination issue
- Aitchison Commission
- Islington Commission
- Lee Commission
- Public Service Commission and Federal Public Service Commission
- Government of India Acts and service structure
- Growth of provincial services
- Transition from ICS to IAS and allied services
- Evolution and evaluation of Indianised administration

#### Revenue, District and Local Administration - Historical Evolution

- Land-revenue systems and administrative implications
- Collector as revenue officer and district magistrate
- Evolution of district administration
- Colonial local-government reforms
- Ripon and local self-government
- Legacy for post-Independence district and local administration

## 2. Philosophical and Constitutional Framework of Government

### UPSC SYLLABUS

Salient features and value premises; Constitutionalism; Political culture; Bureaucracy and democracy; Bureaucracy and development.

#### Salient Features and Value Premises

- Constitutional values in governance and administration
- Sovereignty, democracy, republic and constitutional government
- Justice: social, economic and political
- Liberty, equality and fraternity
- Social justice and inclusiveness
- Welfare-state orientation
- Secularism and pluralism
- Transparency and accountability
- Rule of Law
- Participatory democracy
- Ethics in public service
- Administrative implications of Fundamental Rights
- Administrative implications of Directive Principles of State Policy
- Fundamental Duties and civic responsibility

#### Constitutionalism

- Meaning and significance of constitutionalism
- Constitutional provisions related to Public Administration
- Limited government and responsible government
- Parliamentary system and executive accountability
- Separation of powers and checks and balances
- Federalism and administrative federalism
- Judicial review of administrative action
- Constitutional morality and administrative conduct
- Delegated authority within constitutional limits

#### Political Culture

- Meaning, nature and characteristics of political culture
- Political values, beliefs and attitudes shaping governance
- Political socialisation
- Political ideologies and Public Administration
- Almond and Verba: political-culture theory
- Administrative culture
- Political culture and bureaucratic behaviour
- Regional and social diversity and administration

#### Bureaucracy and Democracy

- Role and functions of bureaucracy in a democratic system
- Bureaucracy-democracy relationship
- Administrative responsiveness and accountability
- Neutrality and impartiality
- Anonymity and permanence
- Committed bureaucracy debate
- Politicisation of bureaucracy
- Representative bureaucracy
- Civil service reforms for democratic responsiveness
- Challenges to non-partisanship
- Bureaucratic power and democratic control

#### Bureaucracy and Development

- Role of bureaucracy in development planning and implementation
- Bureaucracy as an agent of socio-economic change
- Administrative capacity and development outcomes
- Developmental bureaucracy
- Neutrality versus commitment in development
- Participation, decentralisation and bureaucracy
- State capacity, coordination and implementation capability

## 3. Public Sector Undertakings

### UPSC SYLLABUS

Public sector in modern India; Forms of Public Sector Undertakings; Problems of autonomy, accountability and control; Impact of liberalization and privatization.

#### Public Sector in Modern India

- Evolution and growth of the public sector
- Rationale for public-sector presence
- Commanding heights and mixed economy
- Strategic, social and developmental roles of PSUs
- Performance of public-sector enterprises
- Efficiency, financial viability and social obligations
- Changing rationale in a liberalised economy

**Forms of Public Sector Undertakings**

- Departmental undertakings
- Statutory corporations
- Government companies
- Holding companies and subsidiaries
- Joint ventures
- Central and State PSUs
- Maharatna status
- Navratna status
- Miniratna status
- Comparative advantages and limitations of different forms

**Autonomy, Accountability and Control**

- Meaning and dimensions of PSU autonomy
- Managerial and financial autonomy
- Ministerial/departmental control
- Board governance
- Parliamentary accountability
- Committee on Public Undertakings
- CAG audit and financial accountability
- Department of Public Enterprises and policy coordination
- Memorandum of Understanding/performance systems
- Autonomy versus public accountability
- Political interference and professional management
- Corporate governance in PSUs

**Problems and Performance Issues**

- Multiple and conflicting objectives
- Overstaffing and human-resource issues
- Pricing and social obligations
- Technological and managerial constraints
- Financial losses and budgetary burden
- Accountability diffusion
- Agency problems
- Competition and market discipline

**Liberalisation, Privatisation and New Concepts**

- Impact of economic liberalisation on PSUs
- Privatisation and disinvestment
- Strategic disinvestment
- Corporatisation
- Competition and level-playing-field concerns
- Reforms in PSU governance
- Public interest and strategic-sector considerations
- Accountability after privatisation

- Citizen-centric governance
- Right to Information
- Social media and governance
- Decentralisation and devolution
- Mission-mode and whole-of-government approaches
- Data-driven and platform-based governance

**Intra-Governmental Relations and Coordination**

- Need for intra-governmental coordination
- Inter-ministerial coordination
- Political executive-civil service relationship
- Secretariat-executive agency relationship
- Cabinet and Cabinet Committee coordination
- Committee and inter-departmental mechanisms
- Coordination challenges in cross-cutting policies

**Cabinet Secretariat**

- Historical evolution
- Organisation and functions
- Cabinet Secretary: position and role
- Secretarial assistance to Cabinet and Cabinet Committees
- Inter-ministerial coordination
- Crisis-management and high-level coordination
- Cabinet Secretariat versus PMO

**Prime Minister's Office (PMO)**

- Evolution of PMO
- Organisation and functions
- Principal Secretary/officials and coordination
- Policy monitoring and prime-ministerial leadership
- PMO and ministries
- PMO versus Cabinet Secretariat
- Growth, centralisation and accountability debates

**Central Secretariat**

- Meaning and role of the Central Secretariat
- Organisation of ministries and departments
- Secretary to Government: role and responsibilities
- Policy formulation and coordination
- Secretariat procedures and office processes
- Allocation of Business Rules
- Transaction of Business Rules
- Secretariat reforms and digital workflow

**Ministries, Departments and Executive Agencies**

- Ministries and Departments
- Boards
- Commissions
- Attached offices
- Subordinate offices
- Field organisations
- Autonomous bodies
- Relationship between Secretariat and attached/subordinate/field organisations
- Delegation and field-level implementation

## 4. Union Government and Administration

**UPSC SYLLABUS**

Executive, Parliament, Judiciary - structure, functions, work processes; Recent trends; Intra-governmental relations; Cabinet Secretariat; Prime Minister's Office; Central Secretariat; Ministries and Departments; Boards; Commissions; Attached offices; Field organizations.

**Union Executive**

- President: powers, functions and administrative role
- Vice-President: role and functions
- Prime Minister: powers, functions and administrative leadership
- Council of Ministers: composition, roles and responsibilities
- Cabinet: role in policy and administration
- Cabinet Committees: types, functions and significance
- Collective responsibility and coordination

**Parliament and Administration**

- Structure and composition of Parliament
- Legislative process and administrative implications
- Questions, debates and motions
- Parliamentary Committees
- Legislative oversight of administration
- Financial control and executive accountability
- Parliament-administration interface

**Judiciary and Administration**

- Structure and organisation of the judiciary
- Judicial review of administrative action
- Judicial activism and Public Interest Litigation
- Administrative implications of judicial decisions
- Alternative dispute resolution
- Judicial reforms and court administration
- Balance between judicial oversight and administrative autonomy

**Recent Trends in Union Administration**

- E-governance and digital government
- Open government and transparency
- Public-private partnerships

## 5. Plans and Priorities

**UPSC SYLLABUS**

Machinery of planning; Role, composition and functions of the Planning Commission and the National Development Council; Indicative planning; Process of plan formulation at Union and State levels; Constitutional Amendments (1992) and decentralized planning for economic development and social justice.

**Machinery of Planning - Historical**

- Planning Commission: origin, composition and role
- Functions and planning process of the Planning Commission
- National Development Council: composition, role and significance
- Five-Year Plans: evolution, objectives and outcomes
- Annual Plans
- Sectoral Plans
- State Plans
- Plan versus non-plan distinction: historical significance and discontinuation

**Planning Process**

- Plan formulation at Union level
- Plan formulation at State level
- Inter-governmental consultation in planning
- Plan appraisal
- Monitoring and evaluation
- Outcome budgeting and results orientation
- Resource allocation and priority-setting

**Indicative and Contemporary Planning**

- Meaning of indicative planning

- Transition from directive planning to strategic/indicative planning
- NITI Aayog: origin, objectives and functions
- NITI Aayog as policy think tank
- Cooperative federalism
- Competitive federalism
- Long-term strategy and policy coordination
- Monitoring and development dashboards
- Aspirational Districts/Blocks as planning-administration innovations

### Decentralised Planning

- 73rd and 74th Constitutional Amendments and decentralised planning
- Planning for economic development and social justice
- Gram Panchayat Development Plans
- District Planning Committees
- Metropolitan Planning Committees
- Role of PRIs and ULBs in local planning
- Bottom-up planning and community participation
- Issues of capacity, data, finance and convergence

### New Planning Priorities

- Sustainable Development Goals and localisation
- Outcome and impact orientation
- Evidence-based planning
- Spatial and regional planning
- Convergence across schemes and departments

## 6. State Government and Administration

### UPSC SYLLABUS

Union-State administrative, legislative and financial relations; Role of the Finance Commission; Governor; Chief Minister; Council of Ministers; Chief Secretary; State Secretariat; Directorates.

### Union-State Relations

- Constitutional distribution of legislative powers
- Administrative relations between Union and States
- Financial relations between Union and States
- Inter-governmental coordination mechanisms
- Inter-State Council
- Zonal Councils
- Centrally Sponsored Schemes and administrative implications
- Cooperative and competitive federalism
- Issues of centralisation and State autonomy
- Sarkaria Commission on Centre-State administrative relations
- Punchhi Commission on Centre-State administrative relations

### Finance Commission and Fiscal Federalism

- Constitutional position and composition of Finance Commission
- Vertical and horizontal devolution
- Grants-in-aid
- State fiscal capacity and accountability
- State Finance Commissions and local devolution
- GST Council as a federal coordination institution
- Finance Commission, GST Council and NITI Aayog: complementary roles

### Governor

- Appointment and constitutional position
- Role and functions in State administration
- Discretionary powers
- Relationship with Chief Minister and Council of Ministers
- Governor in coalition/hung-assembly situations
- Changing role of Governor
- Controversies and conventions in gubernatorial office

### Chief Minister and Council of Ministers

- Chief Minister: role and functions
- Relationship with Governor
- Relationship with State legislature
- Leadership and decision-making
- Council of Ministers: composition and roles
- Collective responsibility
- Cabinet and committee systems at State level

### Chief Secretary

- Position and status
- Role and functions
- Coordination and administrative control over departments
- Advisor to Chief Minister and Cabinet
- Relationship with senior civil servants
- Crisis and inter-departmental coordination
- Chief Secretary versus Cabinet Secretary

### State Secretariat and Directorates

- State Secretariat: structure, functions and processes
- Administrative coordination and policy support
- Secretariat departments

- Directorates: role and functions
- Specialised agencies
- Secretariat-directorate relationship
- Policy-administration and headquarters-field relationship at State level

### State-Level Political and Administrative Dynamics

- Coalition governments at State level
- Role and importance of Speaker in State legislature
- Centre-State political dynamics and administration
- Regional parties and State administration
- NITI Aayog and State policy coordination

## 7. District Administration since Independence

### UPSC SYLLABUS

Changing role of the Collector; Union-State-local relations; Imperatives of development management and law and order administration; District administration and democratic decentralization.

### Evolution and Changing Role of the Collector

- Colonial origins of the District Collector
- Changing role after Independence
- Collector as revenue administrator
- Collector as District Magistrate
- Regulatory functions
- Administrative and coordination functions
- Developmental functions
- Election-related responsibilities
- Crisis and disaster-management role
- Changing profile under welfare-state administration
- Impact of LPG reforms on district administration
- PPP and district administration
- IT/e-governance and district administration
- Civil society and district administration

### Union-State-Local Relations

- Position of district administration in the multi-level system
- Coordination between Union, State and local institutions
- Inter-governmental relations in district administration
- Role of line departments
- Parastatal and mission-mode agencies
- Convergence and coordination challenges

### Development Management

- Role of district administration in development programmes
- District planning and coordination
- District Planning Committee
- Monitoring and evaluation of schemes
- Social-sector service delivery
- Aspirational Districts approach
- Development administration and citizen participation
- Challenges of development management

### Law and Order Administration

- District Magistrate and law-and-order responsibility
- District Magistrate-Superintendent of Police relationship
- Coordination with police and other agencies
- Preventive administration and crisis management
- Communal, electoral and disaster-related coordination

### District Administration and Democratic Decentralisation

- Interface with Panchayati Raj Institutions
- Interface with Urban Local Bodies
- Collector/DM and elected local governments
- Devolution versus district coordination
- Role of Gram Sabha and local participation
- Accountability and responsiveness at district level

## 8. Civil Services

### UPSC SYLLABUS

Constitutional position; Structure, recruitment, training and capacity building; Good governance initiatives; Code of conduct and discipline; Staff associations; Political rights; Grievance redressal mechanism; Civil service neutrality; Civil service activism.

### Constitutional Position and Structure

- Constitutional provisions relating to civil services
- Doctrine of pleasure and safeguards
- All India Services

- Central Civil Services
- State Civil Services
- Cadre system
- Role and functions of civil services in democratic governance
- Union Public Service Commission and State Public Service Commissions
- Department of Personnel and Training and central personnel administration
- Cadre management and Centre-State dimensions of All India Services

### **Recruitment and Representativeness**

- Recruitment architecture
- Competitive examinations
- Merit and equal opportunity
- Reservation and representative bureaucracy
- Generalist versus specialist debate
- Lateral entry
- Domain expertise and professionalisation

### **Training and Capacity Building**

- Foundational training
- Induction and probation
- Mid-career training
- Role of LBSNAA and other training institutions
- Capacity building for policy and implementation
- Mission Karmayogi
- iGOT Karmayogi and digital learning
- Competency-based human-resource management
- Learning culture in civil services

### **Good Governance Initiatives in Civil Services**

- Transparency and accountability
- Citizen-centric service delivery
- E-office and digital administration
- Performance orientation
- Teamwork and inter-service coordination
- Innovation and best-practice replication

### **Code of Conduct and Discipline**

- Conduct rules
- Ethical codes and standards
- Disciplinary mechanisms and procedures
- Integrity and conflict of interest
- Assets, gifts and outside-employment rules
- Code of ethics versus code of conduct

### **Staff Associations and Employer-Employee Relations**

- Role and functions of staff associations
- Collective representation
- JCM and consultative mechanisms
- Welfare activities
- Limits on collective bargaining in civil services

### **Political Rights**

- Political activities and participation of civil servants
- Restrictions on political activity
- Safeguards for political neutrality
- Voting and civic rights versus partisan activity

### **Grievance Redressal**

- Departmental grievance mechanisms
- Service matters and representations
- Central Administrative Tribunal and other forums
- Civil Services Boards and personnel grievances

### **Civil Service Neutrality and Activism**

- Meaning and importance of neutrality
- Impartiality and non-partisanship
- Anonymity and permanence
- Factors influencing neutrality
- Politicisation and committed bureaucracy debate
- Civil service activism
- Role in policy formulation and implementation
- Advocacy and public-interest interventions
- Neutral competence versus responsive administration

### **Recent Trends and Personnel Issues**

- Changing role of civil services
- Civil Services Board
- Security of tenure
- Appointments, postings and transfers
- Performance appraisal and APAR
- 360-degree feedback debates
- Specialisation and lateral mobility
- Accountability for outcomes
- Ethics, integrity and public trust

## **9. Financial Management**

### **UPSC SYLLABUS**

Budget as a political instrument; Parliamentary control of public expenditure; Role of finance ministry in monetary and fiscal area; Accounting techniques; Audit; Role of Comptroller General of Accounts and Comptroller and Auditor General of India.

### **Budget as a Political Instrument**

- Budget as instrument of policy and resource allocation
- Political dimensions of budget formulation
- Competing claims and priority setting
- Aaron Wildavsky on the political nature of budgeting
- Budget transparency and citizen accountability

### **Budgetary Process and Expenditure Management**

- Budget formulation
- Parliamentary authorisation
- Execution and expenditure control
- Re-appropriation and supplementary grants
- Performance and outcome budgeting
- Public expenditure management
- Fiscal rules and discipline

### **Parliamentary Control of Public Expenditure**

- Parliamentary scrutiny of budget
- Demand for Grants
- Appropriation and Finance Bills
- Public Accounts Committee
- Estimates Committee
- Committee on Public Undertakings
- Department-related Standing Committees
- Limitations of parliamentary financial control

### **Role of Ministry of Finance**

- Functions of Ministry of Finance in economic management
- Fiscal policy and budget management
- Public debt management
- Expenditure management
- Revenue coordination
- Relationship with RBI in the monetary-fiscal interface
- Financial rules and control over ministries

### **Accounting Techniques**

- Principles of public-sector accounting
- Cash accounting
- Accrual accounting
- Cash versus accrual debate
- Double-entry bookkeeping
- Government financial reporting
- Integrated financial-management information systems

### **Audit**

- Meaning and purposes of audit
- Financial audit
- Compliance audit
- Performance audit
- Internal and external audit
- Audit objections and Public Accounts Committee
- Audit as accountability and learning mechanism

### **Controller General of Accounts (CGA)**

- Functions and responsibilities of CGA
- Centralised accounting and reporting system
- Expenditure control
- Financial reporting and accounts consolidation
- Public Financial Management System (PFMS)
- CGA versus CAG

### **Comptroller and Auditor General (CAG)**

- Constitutional position of CAG
- Independence and safeguards
- Functions and jurisdiction
- CAG reports
- Audit of Union, States, PSUs and autonomous bodies
- CAG and legislative accountability
- Performance audit and administrative improvement

## 10. Administrative Reforms since Independence

### UPSC SYLLABUS

Major concerns; Important Committees and Commissions; Reforms in financial management and human resource development; Problems of implementation.

#### Major Concerns and Need for Reform

- Need for administrative reforms in India
- Colonial legacy and developmental responsibilities
- Efficiency versus responsiveness
- Centralisation and coordination
- Corruption, red tape and delays
- Citizen-centricity and service delivery
- Accountability and transparency
- Professionalisation and specialisation
- Digital transformation and administrative capacity

#### Early Post-Independence Reform Efforts

- Secretariat Reorganisation Committee
- N. Gopalaswami Ayyangar Report on Reorganisation of Government Machinery
- A.D. Gorwala Report on Public Administration
- Paul H. Appleby reports on Indian administration
- Organisation and Methods (O&M;) machinery
- Santhanam Committee on Prevention of Corruption

#### First Administrative Reforms Commission (1966)

- Background, composition and mandate
- Machinery of Government of India
- Centre-State relations
- Personnel administration
- Financial administration
- District administration
- State administration
- Public-sector undertakings
- Economic administration
- Citizens' grievances and Lokpal/Lokayukta
- Implementation and continuing relevance

#### Other Important Committees and Commissions

- Kothari Committee on recruitment and examination system
- Economic Administration Reforms Commission (L.K. Jha)
- Satish Chandra Committee
- Surinder Nath Committee
- P.C. Hota Committee on civil-service reforms
- National Police Commission
- Sarkaria Commission - administrative dimensions of Centre-State relations
- Punchhi Commission - administrative dimensions of federal relations
- Other sectoral reform committees and commissions

#### Second Administrative Reforms Commission (2nd ARC)

- Background, composition and mandate
- Report 1: Right to Information - Master Key to Good Governance
- Report 2: Unlocking Human Capital - Entitlements and Governance: A Case Study
- Report 3: Crisis Management - From Despair to Hope
- Report 4: Ethics in Governance
- Report 5: Public Order
- Report 6: Local Governance
- Report 7: Capacity Building for Conflict Resolution
- Report 8: Combating Terrorism
- Report 9: Social Capital - A Shared Destiny
- Report 10: Refurbishing of Personnel Administration - Scaling New Heights
- Report 11: Promoting e-Governance - The SMART Way Forward
- Report 12: Citizen Centric Administration - The Heart of Governance
- Report 13: Organisational Structure of Government of India
- Report 14: Strengthening Financial Management Systems
- Report 15: State and District Administration
- Cross-cutting relevance of 2nd ARC to Paper I and Paper II

#### Reforms in Financial Management

- Modernisation of accounting systems
- Performance budgeting
- Outcome budgeting
- Expenditure control
- PFMS and digital financial management
- Audit and performance accountability

#### Reforms in Human Resource Development

- Recruitment reforms
- Training and capacity building
- Performance appraisal reforms
- Promotion and career development
- Mission Karmayogi and competency-based HRM

- Tenure, transfers and Civil Services Boards
- Lateral entry and specialist capacity

#### Problems of Implementation

- Political and bureaucratic resistance
- Fragmented ownership of reforms
- Capacity and resource constraints
- Legal and procedural inertia
- Weak monitoring and follow-up
- Centre-State variation
- Reform fatigue and institutional memory
- Strategies for implementation, sequencing and monitoring

## 11. Rural Development

### UPSC SYLLABUS

Institutions and agencies since Independence; Rural development programmes: foci and strategies; Decentralization and Panchayati Raj; 73rd Constitutional amendment.

#### Institutions and Agencies since Independence

- Community Development Programme
- National Extension Service
- Block-level development administration
- District Rural Development Agencies and equivalent structures
- Ministry/Departments of Rural Development
- Line departments and convergence
- Cooperatives and community institutions
- Self-Help Groups and federations
- Civil society organisations in rural development

#### Rural Development Programmes: Foci and Strategies

- Poverty alleviation and livelihoods
- Wage-employment programmes
- Self-employment and livelihood missions
- Rural housing
- Rural infrastructure and connectivity
- Water, sanitation and health
- Education and human development
- Natural-resource management
- Area development and Rurban strategies
- Rights-based versus programme-based approaches
- Convergence and saturation approaches
- Monitoring, social audit and community participation

#### Decentralisation and Panchayati Raj

- Evolution of Panchayati Raj
- Balwant Rai Mehta Committee
- Ashok Mehta Committee
- G.V.K. Rao Committee
- L.M. Singhvi Committee
- 73rd Constitutional Amendment
- Three-tier structure
- Gram Sabha
- Gram Panchayat
- Intermediate Panchayat
- Zila Parishad
- Reservation and inclusion
- State Election Commission
- State Finance Commission
- District Planning Committee
- Devolution of Funds, Functions and Functionaries (3Fs)
- Panchayat finances
- Panchayat capacity and accountability

#### 73rd Amendment: Provisions and Significance

- Constitutional status of Panchayats
- Eleventh Schedule
- Elections and tenure
- Reservation for SCs/STs/women
- Finance and audit
- Planning for economic development and social justice
- Variations across States and limits of constitutional design

#### Trends and Issues in Rural Governance

- Issues of Funds, Functions and Functionaries
- E-governance and Rural Development
- Parastatal bodies and rural development
- Health, education and basic public goods
- PESA and governance in Scheduled Areas
- Elite capture and proxy representation
- Capacity constraints
- Gram Sabha participation
- Social audit and transparency
- Rurban challenge
- Digital divide and rural service delivery

## 12. Urban Local Government

### UPSC SYLLABUS

Municipal governance: main features, structures, finance and problem areas; 74th Constitutional Amendment; Global-local debate; New localism; Development dynamics, politics and administration with special reference to city management.

### Municipal Governance: Structure and Functions

- Types of Urban Local Bodies
- Municipal Corporations
- Municipal Councils
- Nagar Panchayats
- Mayor and elected council
- Municipal Commissioner/Chief Executive
- Mayor-Commissioner relationship
- Standing Committees and subject committees
- Ward Committees and area-level participation
- Eighteen functions in the Twelfth Schedule
- Administrative staffing and professional capacity

### 74th Constitutional Amendment

- Constitutional status of municipalities
- Composition, elections and tenure
- Reservation and representation
- State Election Commission
- State Finance Commission
- Metropolitan Planning Committees
- District Planning Committees
- Devolution and Twelfth Schedule
- Limits and uneven implementation of the 74th Amendment

### Municipal Finance

- Own-source revenues
- Property tax
- User charges and fees
- Inter-governmental transfers
- State Finance Commission transfers
- Municipal borrowing and bonds
- Public-private partnerships
- Fiscal autonomy and accountability
- Financial-management capacity

### Problem Areas in Urban Governance

- Fragmented urban governance
- Parastatal bodies and special-purpose agencies
- Weak devolution of 3Fs
- Inadequate finances
- Capacity and staffing deficits
- Urban poverty and informal settlements
- Pollution and air-quality governance
- Solid-waste management
- Water and sanitation
- Transport and mobility
- Climate resilience and disaster risk

### Global-Local Debate and New Localism

- Globalisation and urban governance
- Competition among cities
- Local autonomy in a global economy
- New localism: meaning and practices
- Subsidiarity
- Place-based governance
- City networks and inter-city learning
- Collaborative and participatory urban governance

### Development Dynamics, Politics and City Management

- Urban growth and development management
- Politics-administration interface in cities
- Metropolitan governance
- Smart-city/SPV model and accountability
- E-governance and Urban Development
- Citizen participation
- Urban planning institutions
- City-region governance
- Coordination between elected local bodies and State agencies

## 13. Law and Order Administration

### UPSC SYLLABUS

British legacy; National Police Commission; Investigative agencies; Role of Central and State Agencies including para military forces in maintenance of law and order and countering insurgency and terrorism; Criminalisation of politics and administration; Police-public relations; Reforms in Police.

### British Legacy of Police Administration

- Historical development of law-and-order administration
- Colonial objectives of policing
- Police Act, 1861 and its legacy
- District Magistrate-police relationship
- Centralised command and force orientation
- Continuities and post-Independence challenges

### National Police Commission and Reform Architecture

- National Police Commission: background and mandate
- Major recommendations
- Accountability and insulation from illegitimate political pressure
- Separation of investigation and law-and-order functions
- Police complaints and oversight
- Model Police Act initiatives
- Supreme Court directions in *Prakash Singh v. Union of India*
- State Security Commissions
- Police Establishment Boards
- Police Complaints Authorities
- Fixed tenure and professional leadership

### Investigative Agencies

- State police investigative machinery
- Crime Investigation Departments
- Central Bureau of Investigation
- National Investigation Agency
- Enforcement and specialised investigative agencies
- Inter-agency coordination
- Federal issues in investigation
- Professional autonomy and accountability
- Forensics, technology and investigation quality

### Central and State Security Agencies

- Constitutional responsibility for public order and police
- Role of Central Armed Police Forces
- CRPF
- BSF
- CISF
- ITBP
- SSB
- NSG
- State Armed Police
- Deployment and Centre-State coordination
- Law and order, insurgency and terrorism
- Unified command and multi-agency coordination

### Criminalisation of Politics and Administration

- Politician-criminal-bureaucrat nexus
- Impact on neutrality and rule of law
- Electoral criminalisation and administrative pressures
- Corruption and protection networks
- Institutional and legal responses

### Police-Public Relations

- Importance of police-public trust
- Community policing
- Citizen charters and service standards in policing
- Use of force and legitimacy
- Human rights and police accountability
- Technology, surveillance and privacy
- Social media and public communication

### Reforms in Police

- Police reform commissions and committees
- Professionalisation and training
- Modernisation and technology
- Investigation quality
- Human-resource and working-condition reforms
- Gender sensitivity and diversity
- Independent complaints mechanisms
- Forensic capacity
- Accountability with operational autonomy

## 14. Significant Issues in Indian Administration

### UPSC SYLLABUS

Values in public service; Regulatory Commissions; National Human Rights Commission; Problems of administration in coalition regimes; Citizen administration interface; Corruption and administration; Disaster management.

### Values in Public Service

- Public-service ethos
- Integrity
- Impartiality and non-partisanship
- Objectivity
- Dedication to public service
- Empathy, compassion and responsiveness
- Transparency and accountability
- Political neutrality
- Constitutional values and constitutional morality
- Ethical dilemmas and conflicts of interest
- Codes of conduct and codes of ethics
- Institutional mechanisms for integrity

### Regulatory Commissions

- Rationale for independent regulation
- Constitutional, statutory and executive regulators
- Role and functions of regulatory commissions
- Examples of regulatory commissions in India
- Independence and autonomy
- Accountability and legislative oversight
- Appointment and tenure issues
- Regulatory capture
- Capacity and expertise
- Coordination among multiple regulators
- Consumer/public-interest orientation
- Regulation in converging sectors

### National Human Rights Commission (NHRC)

- Origins and legal basis
- Composition and appointment
- Functions and powers
- Investigation and recommendation functions
- Human-rights protection in administration
- Relationship with State Human Rights Commissions
- Limitations of recommendatory powers
- Autonomy, capacity and institutional effectiveness
- Human rights and accountability of police/security administration

### Administration in Coalition Regimes

- Coalition politics and administrative coordination
- Collective responsibility
- Cabinet coordination and common minimum programmes
- Policy continuity and bargaining
- Role of Prime Minister/Chief Minister
- Civil service neutrality in coalition settings
- Administrative stability versus political accommodation
- Strategies for effective administration in coalition regimes

### Citizen-Administration Interface

- Meaning and importance of citizen-administration interface
- Citizen participation and engagement
- Citizen-centric service delivery
- Grievance redressal mechanisms
- Citizens' Charters
- Sevottam
- RTI and proactive disclosure
- Social audit
- CPGRAMS and digital grievance systems
- Co-production and community participation
- Trust, responsiveness and service quality

### Corruption and Administration

- Meaning and forms of corruption
- Petty versus grand corruption
- Political, administrative and systemic corruption
- Causes and consequences
- Discretion, monopoly and weak accountability
- Central Vigilance Commission
- Lokpal and Lokayuktas
- CBI and vigilance machinery
- Prevention of Corruption Act
- Whistle-blower protection
- Procurement and financial integrity
- Transparency and e-governance as anti-corruption tools
- Ethics infrastructure
- Second ARC on Ethics in Governance
- Preventive, punitive and systemic approaches

- Whistle Blowers Protection Act and protection of public-interest disclosures

### Disaster Management

- Role of administration in disaster preparedness, response and recovery
- Disaster-management cycle: prevention, mitigation, preparedness, response, relief, rehabilitation and reconstruction
- Disaster Management Act, 2005
- National Disaster Management Authority
- State Disaster Management Authorities
- District Disaster Management Authorities
- National Disaster Response Force
- Role of District Magistrate/Collector
- Centre-State-local coordination
- Early warning and technology
- Community-based disaster management
- Civil society and private-sector participation
- Urban and climate-related disaster risks
- Resilience and Build Back Better
- Coordination, accountability and lessons from major disasters
- Sendai Framework and the shift from disaster response to disaster-risk reduction