

GS SCORE

Test - 03
PA/9/09/16

Roll No. _____

Public Administration

Time Allowed: 3 hr.

Max. Marks: 250

Instructions to Candidate

- There are FIVE questions.
- All questions are compulsory.
- The number of marks carried by a question/part is indicated against it.
- Word limit in questions, wherever specified, should be adhered to.
- Answers must be written in the space provided.
- Any page or portion of the page left blank in the Question-cum-Answer Booklet must be clearly struck off.

→ Can do better.

→ Be precise & to the point.

→ use Case Studies

→ Focus on Comparative data/Case Analyses.

⊗ use theory as a natural ingredient to your answer.

1. Invigilator Signature _____

2. Invigilator Signature _____

Name Hendra Pratap Singh

Mobile No. _____

Date 09/09/2016

Signature Hendra Pratap Singh

GS SCOR

REMARKS

[REDACTED]

[REDACTED]

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1. Write short notes on following in about 150 words each. (10 × 5 = 50)

- What is MIS? What are its benefits for E-Governance?
- "Parkinson's law when correlated with government budgeting, may highlight disturbing trends".
- Budget is an instrument of co-ordination.
- What is O&M? Does it go beyond the structure of organization?
- "Indian personnel system is marred by neo - Patrimonialism."

MIS: - The term MIS stands for management information system. This is a tool for improving the quality of decision making. In an organization under MIS a huge amount of information is processed and converted into relevant form to hasten the decision making process.

E-governance: is the use of information and communication technology (ICT) to improve the functioning of government. MIS when coupled with e-governance techniques can be very helpful for improving the functioning of administration. Under MIS information can be collected and it can be made public by using the net and hence there can be more participative & broad based decision making in the organisation. This will also

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 help in democratising the administrative system. In the present era of civil society activism, media & judicial activism these informations can also be used by general public to seek accountability from the governmental organisations.

e.g. Health MIS under NRHM / DBT.

ILB:- Parkinson's law states that bureaucracy creates work for itself. It tries to inflate its size and budget so that members of the bureaucracy keep on moving above in the organisation. Through his research findings Parkinson showed that an organisation on an average gets instated by at least two higher positions every year.

Government budgeting is an exercise where different departments are allocated appropriate amounts to carry out their maintenance & developmental activities.

Remarks

Time and again it has been found that departments try to overestimate their budgets in order to get more allocation. This tendency is completely insync with the Parkinson's law of budget maximisation. Some of the disturbing trends that may arise due to this are as follows.

(i) It may divert the money from important sectors to some unimportant sectors.

(ii) It may end-up wasting the public money.

(iii) February-March rush among the government departments to spend the unused money. Sometimes this may result in simply spending for the sake of spending.

Even the 2nd AR in this scenario

has recommended for more accurate estimation of the budget by different departments.

→ Parkinson's laws (a) issues??
(b) =
(c)

4
fair

ECC :- Budget in Indian context is not simply a document dealing with revenue and expenditure of the government rather it is a socio-economic document in the sense that it shapes the social & economic sector policies of the government.

Budget is prepared by bottom-up method in India. It provides for demand for grants to different departments. Thus it tries to achieve an equilibrium between different competing demands. Viewed in this sense budget becomes 'an instrument of co-ordination' through which finance ministry tries to ensure co-ordination among different departments to achieve the larger socio-economic objectives. More specifically, budget can enhance both inter-organisation & intra-organisation co-ordination.

4 1/2

Remarks

Inter-organisational co-ordination - Through budget, different amounts are allocated to different ministries/departments to achieve overall national development. eg. Ministry of Panchayati Raj & Rural Development are allocated different amounts. To achieve holistic village development/rural development they have to work in co-ordination with each other.

Intra-organisational co-ordination - Budget allocated to a particular ministry/department is spent by the members of the ministry. To achieve economy, efficiency & effectiveness of the spending, co-ordination becomes inevitable.

New forms like Gender, Outcome etc require special coordination mechanisms.

Remarks

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Remarks

2. (a) "It is the audit of propriety that distinguishes the audit of the comptroller and auditor general of India (CAG) from the audit made by and professional auditor." Comment. (100 Words) (10)
- (b) The second administrative reforms commission, in its 10th report, observes that "the common perception is that the incentive structure in government is too weak and inadequate to motivate better performance." Elucidate. (200 Words) (20)
- (c) "The State Finance Commission under Panchayat Raj law is designed to ensure regional balance in the distribution of state and Central Funds." Comment. (200 Words) (20)

QCA:- Audit is generally of two types-

- (I) Regulatory audit
(II) Propriety/ performance audit

whereas in the regulatory audit, focus is on the legal aspects of the audit i.e. whether money that was spent, was sanctioned by parliament or not. On the other hand propriety audit goes one step forth to check the propriety of spending i.e. whether money that was spent has some desired impact or not. It may also go into the ethical and moral dimensions of the spending.

Thus propriety audit puts more effective check on the reckless spending.

What is the Constitutional Mandate?

Remarks

of bureaucracy. It makes parliamentary control over executive more effective and here it differs from a professional auditor who merely looks the audit from the legal angle. A professional auditor may perceive audit to be a routine exercise which is not the case with propriety audit of CAG. ✓

→ What are the issues with the propriety Audit of CAG?

→ CAG activism

etc

③

Remarks

2(B) 2nd Administrative Reform Commission
 In its 10th report titled - "Public Personnel Administration" has identified some lacunae in the functioning of administration in the country.

More specifically, it has identified the lack of incentive structure in the government organisation to motivate better performance. Here two things can be observed -

(i) There is no performance linked incentive like fast track promotion policy or rewards (except few like Chakravarti award) which can motivate the employees for better performance.

(ii) There is ~~not~~ no mechanism in place which can penalise the underperformers. This sometimes gives an incentive for bad performance.

Also the placement policy of the

government is largely based upon the discretion of political executive hence there is very less scope for domain competence based posting. eg. someone's domain competence may be education but he may be posted in health department.

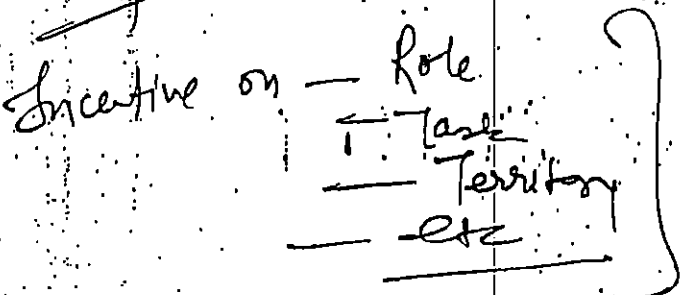
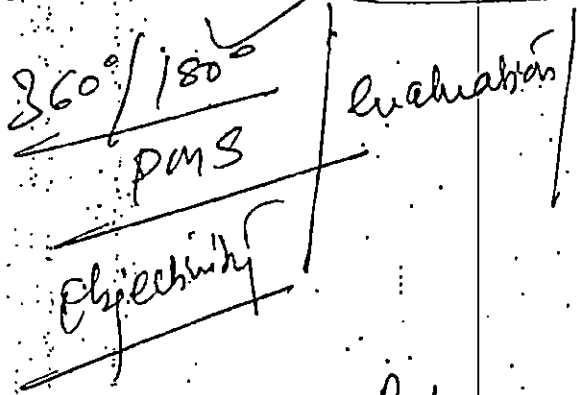
Thus folding these things into consideration there is a need to take appropriate steps towards performance linked incentives. Some of the steps that can be undertaken are as follows -

(1) Result Framework Document - tied in secretariat at the central level. Here promotion is linked to the results/performance of the secretary (outcomes)

Performance Management Division has been set up in Prime Minister's office to track the performance of the employees.

Remarks

(10) At the global level in Singapore, New Zealand & United Kingdoms different systems of performance management have been tried and they have yielded good results. These can be adopted in India also.



Remarks

2001 - State Finance Commission (SFC) was constituted after 73rd & 74th Constitutional (Amendment) Act that transformed India from a representative democracy to a participative democracy.

State Finance Commission is a constitutional body designed to ensure regional balance. In the distribution of state & central funds, under the present conditions both center & state governments devolve funds to Panchayati Raj Institutions to enable them to function as institutions of self government. In this scenario the job of SFC is to provide a formula for distribution of funds in such a way that it ensures a balanced regional development. For this SFCs take into cognisance the amounts of Panchayats of

Remarks

Comparative data

Case Studies

different districts, assess their requirements and then reach at a particular formula.

But the actual functioning of CEC has been far from satisfactory in India. Some reasons for this are as follows-

- (i) There is no particular qualification mentioned for a person to be appointed as a member of CEC hence often incompetent & politically aligned members are appointed to the post.
- (ii) State governments do not take these reports seriously many a times... [non-binding in nature]
- (iii) The huge task of compiling huge amount of data & then reaching at a conclusion makes their task very challenging & tough.

Thus, although the CEC was constituted to ensure balanced regional development through PRLs, it has not been able to achieve its task due to inherent institutional problems & lack of support from

→ Institutional Resource

Remarks

→ Appointments are "at pleasure"

state governments. There is a need to immediately reverse this trend.

Remarks

3. (a) "Position classification can be problematic. A serious complaint in its practice is that it dehumanizes the employees". Debate. (100 Words) (10)
- (b) "Value neutrality is coterminous with official competence, not moral vacuum". Comment (200 Words) (20)
- (c) "Administrative ethics may eliminate the characteristics of Bureaupathology". (200 Words) (20)

SCA:- There are two main approaches of classifying a job -

- (I) Rank Classification ✓
- (II) Position Classification ✓

Whereas under the Rank Classification focus is on individuals, under the position classification focus is on the job. ✓

Under the position classification, for an assigned position, different tasks, responsibilities are quantified and then similar kinds of jobs are clubbed together to make positions. This kind of classification is in practice in USA. A major benefit of this is that it promotes lateral entry in the organisation.

But on the other hand there

Remarks

are many problems associated with this kind of classification. First and foremost is that ~~tasks~~ are not always quantifiable (esp. in developing countries). Also a major problem associated with this classification is that it dehumanises the employer under this classification the position becomes more important than the individual human resource & may sometimes end up treating the human resource as mere cog in the machine.

But at the same time it also promotes equal pay for equal work in the organisation which itself becomes a major motivating force for organisational employees.

Technicalisation

Jealousy
Competition

A₂

Remarks

3CB) The term value neutrality stands for taking more informed decisions, decisions which are based upon some concrete facts and not on the ~~part~~ behalf of personal value system of the bureaucrat. (Herbert Simon - logical positivism)

Viewed in this sense value neutrality is continuous with official competence. This is so because to take more informed decisions a large amount of information processing and brainstorming will be required. More specifically, following types of competencies are required -

- (1) Data/Information collection because appropriate information collection is a prerequisite for any decision.
- (2) Information processing - using the available information to find of various alternatives.

Remarks

(A) Taking the actual decision - choosing one alternative from all.

Thus it requires a good official competence to be value neutral.

Value neutrality is not continuous with moral vacuum because if a particular decision is taken by using the appropriate information then it is more likely to be moral as compared to the decision which is taken based upon the value premises of a particular official.

(B) This decision may be biased because of biased attitude of official towards a particular section.

e.g.

Context of India

Politico-Admin. discuss
Culture

Policy → equality
Neutrality → Justice fairness

Remarks

Q. 101 - The term Bureaupathology was used to describe the unintended consequences of bureaucracy when this model was applied in the newly emerged developing countries.

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Remarks

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4. (a) Discuss the recommendations of 14th Finance Commission. Do you think these recommendations may improve the Fiscal Federalism? (100 Words) (10)
- (b) Prepare a simple P/C (Part/CPM) chart for constructing the community centre under a Gram Sabha project. (200 Words) (20)
- (c) "Innovation is critical to financial inclusion" (2nd ARC) review any of the current scheme of financial inclusion in India and the issues therein. (200 Words) (20)

ACA :- 14th Finance Commission gave its recommendation in 2015. The recommendations will provide base for distribution of divisible pool of taxes between center & states and between the states. Major recommendations of the 14th Finance Commission are as follows-

- (i) Increased the states' share in divisible pool of taxes from 32% to 42%.
- (ii) Included new variable - forest cover for distribution of taxes & deleted one variable fiscal discipline. Also it took into account the population of 2011 while reaching at the formula.
- (iii) Done away with the plan & non-plan expenditure distinction.
- (iv) Done away with the distinction between normal & special category states.

Remarks

As evident from above, the recommendations of Finance Commission will genuinely promote Fiscal Federalism in the country. Increase in States' share of taxes (32-42%) will give autonomy to States to use the money according to their customised needs. It will also help in designing State Specific policies like - education policy in Kerala does not need as much focus on primary education as it is in Uttar Pradesh. Also doing away with plan & non-plan distinction will help streamline expenditure.

Thus the recommendations of it are quite progressive in nature. They are on the lines of forging co-operative federalism in the country.

Also performance grants | local body

4cd India is a country where large population is deprived of access to formal financial ~~institution~~ institution. In this scenario the review of a major financial inclusion scheme of government - Pradhan Mantri Jan Dhan Yojana is discussed as follows -

Pradhan Mantri Jan Dhan Yojana -

The scheme aimed at providing one bank account to each household. Some innovative steps taken to increase the outreach of the scheme are as follows -

(1) Doing away with multiple document requirements to open a bank account. This was identified as a major hurdle for opening bank accounts in the rural areas.

(2) Linking Jan dhan accounts with the Aadhar number to provide direct subsidies to the poor. Here this innovative step not only helped in better targeting of subsidies but also ended up reducing

Remarks

huge administrative cost.

(ii) In past one and half years, these Jan-dhan accounts have emerged as the major savings channels for government.

But there are still multiple issues for which more innovative solutions are required. These are as follows.

(i) Increasing the outreach of banks - for this instead of brick & mortar banking, mobile banking can offer a good alternative.

(ii) Working towards behavioural change among the masses to use the banking services. In this DBE - Information, Education & communication campaigns may be helpful.

Thus there are issues for which more innovative solutions are required.

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Remarks

5. Write short notes on following in about 150 words each. (10 × 5 = 50)

- (a) "Training has proved its incapacity to change the attitudes behaviour and values of civil servants."
- (b) "The administrator is a lay man rather than a specialist, or at least he has about him something of the qualities of a lay man."
- (c) "The selection model of requirement rests on the assumption that the primary needs to be met are those of the organisation."
- (d) "Parkinson's law when correlated with government budgeting, may highlight disturbing trends".
- (e) "Political neutrality should not be confused with policy neutrality".

5. (A) :- Training of employees is conducted to make them aware of official challenges & also make them capable to deal with those challenges.

In the Indian context training has been largely incapable of changing the attitude, behaviour & values of civil servants. The major reasons for this can be cited as follows:-

- (1) Only induction training is taken seriously which is largely procedure based. focus is more upon teaching the contents of the job rather than transforming the attitude and behaviour of the employee. ✓

Remarks

(i) There is no provision of mandatory training before next higher level post is given. This makes the employees to consider training as a paid holiday.

(ii) The status quoist mentality of bureaucrats which resist any kind of change.

(3)

Thus, there is a need of comprehensive reform in the bureaucratic organisation as a whole. Training reforms will become one of its inevitable part.

Need to be more precise
clarity reqd.

Discuss - Disparity b/w training of AES & State officers

- Infra
- Modes of training
- Role of ICPA / NERD etc

50B) In the generalist administration system (which India follows) administrators are trained in some general administrative qualities and then they are posted in different departments. The examination to recruit the administrators is also held on generalist pattern.

Thus after the recruitment and then posting in different departments, an administrator becomes a lay man in the sense that he knows little about many things but not more about anything.

Here also it needs to be kept in mind that even if the administrator is a highly qualified person of a specialist in some field, at the end of the day he has to deal with the general masses who are many a times lay man in nature. Thus there is a requirement that an administrator

Remarks

32) must possess some qualities of a layman to make these people understand. Here these qualities are expected to be more in these employees who are posted at cutting edge level administration.

3) Part c) under the selection model of recruitment an organisation selects employees for the organisation based upon some specified criteria which generally the organisation sets according to its own needs. This criteria is generally prescribed in the form of examination.

Here in this process of recruitment, the hidden assumption is that it is the organisation, whose primary needs are to be fulfilled and employees are merely

selected to fulfill these requirements.
This is evident from the fact that the
criteria of selection & every other thing
related to selection is set by organisation
only and individuals who are seeking
employment have no say in this process.

There are benefits as well.

Remarks

5(b)

The term political neutrality stands for public servants not being aligned to a particular political party or ideology. This has been one of the expectations from the public servants because political alignment impacts the impartial functioning of bureaucracy.

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On the other hand policy neutrality stands for detachment of public servants from the policy. This is a problematic situation because the public servants are given the mandate to implement the policies and if they will become detached from the policy then the policy may not have the desired impact.

Thus what is expected of a public servant is political neutrality.

Remarks

because it helps him serve any political dispensation impartially but not the policy neutrality which at times may go against the public interest.

Remarks

