

GS SCORE

Test - 05
PA/23/09/16

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.

→ Restructure

→ Focus on Presentation / organized Chronological Content

→ Avoid repetitions

→ Write precise definitions

1. Invigilator Signature _____

2. Invigilator Signature _____

Name Hendra Pratab Singh

Mobile No. _____

Date 23/09/2016

Signature _____

Hendra Pratab Singh

REMARKS

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

- Indian Prime Minister should not only be accountable to the Indian Parliament but should appear to be so." Comment.
- "From highly centralized planning system, India has moved towards indicative planning under which long-term strategic vision of the future is built and nation's priorities are decided."
- "The Central Secretariat is thus today encumbered with non-essential work and has, for a large part, become an unwisely and overstaffed organization."
- "The efficiency of the Cabinet depends to a large extent on the Cabinet Secretariat". Elucidate.
- "Independent Grievance Redressal Mechanism (Local Body Ombudsman) is urgently required to ensure accountability at the grass root level." Comment.

ICA) India is a parliamentary democracy with President as the nominal head (de jure head) and Prime Minister as the de facto de-facto head of the government.

Since Indian Prime Minister is the leader of largest party / coalition in the parliament his views enjoy a pre-eminent place in the parliamentary proceedings (like legislations and policies to be proposed, amendments to be moved by the government etc.). But during this discourse it may happen that parochial political interests may supersede the larger public interest. And in this scenario the accountability of

Remarks

Prime minister to the parliament becomes important. There are multiple ways through which Prime minister can share or parliament can seek accountability from Prime minister.

These are as follows-

(1) Seeking approval from parliament of the policies which affect the larger public interest.

In this scenario the decision of Prime Minister to seek approval of parliament to send troops in Iraq war can be cited as an example.

(ii) Justifying every move of the government before the people's representatives.

(iii) Working to build parliamentary consensus.

Thus there is a need for the Prime Minister to be accountable to the parliament for the smooth functional of our democracy.

4

(ii)

(iii)

fair

Remarks

U.B) Right after the Independence, India decided to move on a path of planned economy. Planning Commission was set up in 1952 to provide for five year plans.

But over the years the centralized planning system under modernisation approach did not give the expected results. eg, trickle down did not happen, poverty did not decrease etc.

Thus after 1990s with the emergence of Neo-liberal paradigm (LPG reforms) India decided to replace Imperative planning with Indicative planning. Under the Indicative planning paradigm, State is seen as promoter and facilitator and inspite of major production role, it plays regulatory role.

This change has been successful in increasing the growth rate of the economy but major planning instrument (like Planning Commission, National Development Council) still remained intact. But in last few

Remarks

years government, taking the importance & utility of decentralised planning into consideration replaced planning commission with NITI Aayog (which has more active participation of states) and now it has decided to replace five year plans with 20 year vision document for different sectors like defence, Agriculture, social development etc.

This is certainly a good step but the challenge is to mobilize resources and use them optimally to yield good results.

3 1/2

- Role of non-state actors;
- New Industrial Policy;
- emergence of Alternative models
- Local Planning

Remarks

CC) - The idea of central secretariat was conceived to provide for a mechanism involved in policy formulation role. The idea was to appoint experienced (due to tenure system) bureaucrats at the headquarter level to give a concrete shape to plans & policies.

But over the years of its functioning the central secretariat has become highly bureaucratized and has started displaying traditional bureaucratic dysfunctions like-

(i) Routine functions are given more importance than innovations.

(ii) Means end reversal i.e. rules are made to achieve some goals but over the years these rules have become end in themselves.

(iii) Overstaffing due to the ambiguity of tenure system.

Thus there is a need to adopt a reform mindset to sort out the shortcomings.

Remarks

Identify specific problems in the Indian context - Coalition, expansion of govt. functions.

of central secretariat. Rightizing, behavioural changes and attitudinal reforms are necessary ingredients for any such reform proposal.

- Lack of Coordination
- e.g. (Transport Ministries)
- ✓ Aviation
 - ✓ Surface Transport
 - ✓ NHAI
- et

2

Remarks

Q1) Cabinet secretariat is one of the most important colonial legacies in the Indian politico-administrative system. The secretariat is headed by cabinet secretary who is also the senior most civil servant of the country.

Cabinet secretariat plays very important role in the cabinet meetings. Some of which are as follows-

- (i) Agenda setting- Agenda of the cabinet meeting is set by the cabinet secretary after appropriate guidelines from Prime Minister.
- (ii) Circulating the agenda of cabinet meeting to different ministers.
- (iii) Taking down the minutes of cabinet meeting.

Thus from the above roles of cabinet secretariat it is quite clear that the efficacy of cabinet to a large extent depends upon the the cabinet secretariat.

Remarks

In this scenario it can be mentioned that after noting down the minutes of cabinet decisions, cabinet secretariat circulates them for implementation by different ministries. Thus, not only in cabinet decision making but even in their implementation, cabinet secretariat has a very important role to play and he largely determines the efficacy of cabinet

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Remarks

Ques. The idea of Independent Grievance Redressal Mechanism (Local Body Ombudsman) was mooted by 2nd Administrative Reforms Commission in its report upon Local Governance.

Following arguments can be given for the requirement of Independent Grievance Redressal Mechanism at the local level -

(i) To provide an Institutional remedy to ~~people~~ who are impacted by local level corruption.

(ii) Due to unawareness and illiteracy, people at the local level are still not able to seek accountability from the local governments.

(iii) Concepts like civil society have still not penetrated down to the rural masses except in some cases like Majdoor Kisan Shakti Sangathan in Rajasthan.

But at the same time it needs to be kept in mind that local body

Remarks

Ombudsman is not a panacea for all the ills of local governments. Over the period of time people will have to learn to seek accountability from these institutions (diagonal accountability).

→ Developmental issues at the local level.

→ Problems of Corruption / Power Structure /
elitism
etc

④

Remarks

2. (a) "There must be a single elected District Council with representatives from all rural and urban areas, that will function as a true local government for the entire district". (200 Words) (20)
- (b) 'District planning in India has been the dream of the technocrat, the promise of the democrat and a vanishing trick of the political administration. The nature and working of the district planning machinery are a mute witness to these.' Comment. (100 Words) (10)
- (c) "In view of the 73rd and 74th Constitutional Amendments, there is a need of District Government for bringing out coordination and accountability" Do you think that it would be appropriate to make District Collector as its Chief Executive Officer? (200 Words) (20)

2(A) The idea of having a single elected district council with representatives from both rural & urban areas was put forward by 2nd Administrative Reforms Commission. This single district council is expected to have following advantages -

Holistic planning of the entire district -

Since the council will have representatives of both rural & urban areas, it will help in designing a holistic plan for entire district. This will also help in planned development of semi-urban areas (area near the

Remarks

city) which are often neglected due to apathy of both urban bodies & panchayati raj institutions.

Making the district a 'mini-state'

First ARC

Subsidiarity has considered the district to be most appropriate functional unit for administration. With the advent of district councils, not only the developmental but also the social functions like education, health etc. can be delegated to this council which can seek accountability from the bureaucracy at the district level itself and hence improving the effectiveness of plans & schemes.

Added to this, this step will help in increasing local participation & capacity building and thus transforming India from a representative to participative

Remarks

Issues democracy

2B) District was chosen as a planning unit in India right after the Independence. To ensure the development, district level bureaucracy was expected to function in a co-ordinated way under the leadership of DC/D.M.

District planning in India has been a the dream of technocrat. To fulfill this dream, many specialised agencies like education department, health department and other parastatals were created to achieve developmental objectives (like education, health, sanitation) in a technocratic way.

At the same time, keeping the promise, democrats created institutions through constitutional amendments [73rd & 74th constitutional (Amendment) Acts] to ensure democratic & participative development.

But over the years due to corruption, bureaucratic apathy and

Remarks

political unwillingness, these ideas have not been able to deliver developmental objectives. Multiple Institutions have been created (Riggs differentiation) but there

(3) is no synergy (Co-ordination-Riggs) among them. Also many of them have almost become dysfunctional.

Remarks

2cc) 73rd & 74th constitutional amendment) Acts were enacted in 1990s to take the democracy to the grass-root level. But these amendments have created multiple institutions at the district & local level like Zila Panchayat, Gram Sabha, Gram Panchayat, Municipalities and due to absence of any co-ordinating agency at the district level coordination & accountability has been absent (Riggs - differentiation is easier than integration)

In this scenario, idea has been proposed to make the District collector as the chief executive officer. There are both positives & negatives of this step which are discussed as follows:

Positives:-

- District collector due to its historic aura will be able to overcome resistance and he can ensure co-ordination and accountability.

Remarks

- Due to his technical expertise he can lend wisdom to the working of local institutions.

- Due to his line authority he can make both local bureaucracy & local govt work in a co-ordinated way.

- Negatives

- Making the DM/DC as the CBO will go against the democratic principle of master-servant relationship (Wilson) among politicians & bureaucrats.

- There is an apprehension that he may overshadow the role of local governments due to his aura & technical expertise.

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In this scenario, 2nd ARC has recommended for Mayor to be made overall co-ordinator ~~at~~ city level planning & Mayor & CBO (who is generally a bureaucrat) to have a reporting

relationship. This can be suitably tweaked to suit the panchayati raj institutions & can be applied in both panchayats & urban areas

- Factors
- Functional Classification
 - Jurisdictional conflicts
 - Nature of Control
 - Performance v/s A/c
 - Population v/s Efficiency

Pesler's classification can't be employed.

Remarks

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Remarks

3. (a) "The veto-power of the Indian President is a combination of the absolute, suspensive and pocket veto." Comment. (150 Words) (15)
- (b) "The intention of Article 262 is to provide special procedure for dealing with disputes which may require resolution taking variety of factors into consideration". (150 Words) (15)
- (c) "Niti Aayog will serve the policy needs, without getting into politics". Comment. (200 Words) (20)

Q1A) Like the Presidents in major democracies, Indian President has also been granted with the veto power to prevent parliament from making hasty & unwise legislations. The power of Indian President is a combination of absolute, suspensive & pocket veto.

1) Absolute Veto :- This veto is exercised in case of state Bills & private members bills. This is generally applied on the advice of council of Ministers. eg: Recently President refused to sign three bills of Manipur Assembly which were being considered as discriminatory by local people. This veto is generally applied taking broader national interest into consideration.

Remarks

2. Suspensive Veto - The veto is applied by President on his discretion to return the proposal of parliament. But if the parliament passes the bill again then

President have no option but to sign it.
 Suspensive veto is generally used to give parliament a chance to correct itself.
 However it cannot be applied on money bills & constitutional (Amendment) Bills.

3. Pocket Veto - Since the constitution does not

prescribe any time limit for the president to sign a bill, so President can let the bill lay on his table. This veto has been used very sparingly by Indian Presidents. eg. Post Office bill of

Rajiv Gandhi Govt.

Rationale of Veto

Discus
 w.r.t
 State bills
 etc

Remarks

2005 ✓ NDR Ayog has been created by a cabinet resolution in January 2015 after replacing the erstwhile planning commission. The need to replace planning commission ~~was~~ arised due to anachronistic composition of planning commission (as it was a centri dominated body).

NDR Ayog has been conceived as a policy think tank, it has membership of both centri & states and also technical experts. The idea is to take the help of technical experts on different matters and then create a consensus within the NDR Ayog on the broader issues of policy. This can be explained with the help of following example.

centrally sponsored schemes - centrally sponsored schemes have been a matter of controversy between the centri & states.

Remarks

To tackle this phenomenon, NRT & Aajog appointed a subgroup of chief ministers to recommend upon the need of these centrally sponsored schemes. The subgroup came out with the plan of dividing the schemes into three parts - Non core schemes, core schemes & core of the core schemes (esp. social sector schemes like MMRBSA). The idea was accepted and implemented throughout the country and hence a politically controversial issue has been solved quite smoothly.

Thus the institution of NRT &

Aajog will be able to serve the policy needs without getting into politics.

Other issues!

Remarks

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Remarks

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Remarks

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Remarks

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Remarks

4. (a) "SHG programme has contributed to a reduced dependency on informal money lenders and other non-institutional sources". Evaluate. (200 Words) (20)
- (b) "Chief secretary functions as a residual legatee". Comment. (200 Words) (20)
- (c) "Whereas law and order requires administration, development is governance". Comment. (100 Words) (10)

4CA) Define precisely. The advent of SHG concept has been a boon for rural masses of India. It has worked towards social & economic empowerment and reduction in dependency on informal money lenders.

Through SHGs members of the group pool their savings to provide money to the needy member and this helps in reducing the dependency on traditional money lenders. At the same time SHG-Bank Linkage model has helped the SHG members to approach the formal financial institutions like banks for the money. This has also reduced the requirement of collateral on part of SHG members. But at the same time it

Remarks

needs to be kept in mind that not all areas have been positively affected due to SHG - Bank Linkage model. The reason for this is poor Financial Inclusion as well as lack of awareness on part of public.

NGOs & other not for profit organisations can be quite helpful in increasing awareness among the masses. Also government needs to carry out PRC campaigns to make the people aware.

On the Financial Inclusion front, different schemes like PM Jan Dhan Yojana has been instrumental in providing banking services to masses.

Thus although SHGs have reduced dependency upon informal money lenders, environmental constraints

like Financial Inclusion, unawareness etc. needs to be tackled to make them more effective.

Bring out comparative data / Case Studies

8 1/2

Remarks

400:- Chief secretary in a state performs both line & staff functions unlike the Cabinet secretary who mainly performs staff functions. Seen in this context, chief secretary at the state level wields more power than his central counterpart viz. Cabinet secretary.

Chief secretary in the state functions as the residual legate i.e. those functions which are not assigned to any ministry or department are performed by chief secretary [At the central level this function is performed by PMO].

Seen in this context, chief secretary has many political functions to perform like policy formulation, their implementation and monitoring. He also acts

Remarks

as the head of the state secretariat and in this capacity, performs the co-ordination role among the different ministries. He also seeks accountability from different ministries about the implementation of schemes. He is the chief risk manager at the state level.

Thus chief secretary at the state level functions as a residual legatee.

Issues related to appointment etc
role etc

Remarks

4cd) :- Law & order functions has traditionally been the most important function of the state. In fact the state came into existence for providing order in the society.

Law & order requires administration which is generally considered as a univariable function i.e. police is assigned the role of handling violence in the society and making everybody follow the law of the land. On the other hand development is more multivariable where multiple actors are involved in decision making and implementation and hence it is governance.

But in the recent times, many a times, it is seen that failure of law & order is not a problem rather

Remarks

It is basically the symptom of the larger problem like development deficit in left wing extremism areas. Thus even law & order can not be tackled only by administration and other broader issues like governance void, development deficit have to be addressed to solve the problem.

Thus Law & order now has become one of the issue under the broader framework of governance.

- Explain through examples.
- Too generic answer.

Remarks

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Remarks

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

- "Nations are suffering from 'crisis of rationality' as glocalism sustains".
- Examine the institutional vulnerability of municipal governance in the midst of an emerging spectre of multiple partnerships.
- "A singular feature of the 74th constitutional amendment is the new role assigned to the urban local bodies in the field of planning." Comment.
- "Role of district collector in the era of globalization". Evaluate.
- "Community policing is inherently new localism". Comment.

SCA 1:- contemporary world scenario is characterised by two contrasting issues whereas on one hand there are problems for which nations appear to be quite small (eg. Global warming, climate change, terrorism etc), on the other hand there are problems so small that state can't handle them eg. local development.

Thus in this global scenario, local issues are hindering the nations to reach a consensus upon global issues eg. Due to their local requirements, many nations are unwilling to co-operate on climate change negotiations. This has

Remarks

ultimately created a crisis of rationality among the nations in the sense that, though they want others to behave rationally, they themselves are unable to do so.

How do you explain this dilemma?
micro-macro coordination.

Refer to the model answer.

3

Remarks

5.UB)15 even after the enactment of 74th constitutional (Amendment) Act, municipal governance in India has not been quite effective. 74th constitutional Amendment Act gave a practical shape to local participation in municipal governance through institutions like Ward Sabha, Area Sabha, and Municipality etc.

But in the midst of an emerging multiple partnerships paradigm (like public-private partnership, contracting out), the municipal governance structure seems to be quite vulnerable. Its technical expertise as well as administrative capacity are not at par to tackle these emerging challenges. ✓

Government has embarked upon multiple schemes like SMART city mission, FRRDAY scheme, which require substantial

Remarks

private investment for urban development
Institutional capacity of municipal
institutions becomes quite important in
this regard.

In this scenario, there is a need
on part of State governments to devolve
appropriate authority and finances to
Local govt to cope with emerging
challenges.

3

e.g.

use New Delhi

as a case study

- Multiple institutions

↳ jurisdiction

↳ functions

↳ functionaries

user-charges

Autonomous Regulatory
bodies.

Remarks

5/25/26 Though urban local bodies were in existence even before the enactment of 74th constitutional (Amendment) Act, they were not given any planning role at that time. In fact urban planning itself came at very low point in the agenda of the government.

But with the coming of 74th constitutional (Amendment) Act, urban local bodies have now been assigned a planning role. eg. Sewage planning, sanitation, etc. Mayor, though slowly, is emerging as the leader of local bodies and there have been instances where local mayors have done significant developmental work. eg. Gunderma Chennai through the dynamic leadership of mayor & local participation; they were able to install underground

Remarks

sewage facility in second time

But there is a lot that needs to be done both at institutional level (Like setting up of district planning committee) as well as behavioural level (delegation) to make the ULBs, truly planning bodies.

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Remarks

5d) In the era of globalisation when bureaucratic bashing philosophies (Like public choice approach, Neo-liberalism etc) have become quite dominant, the role of collector at the district level has also come under scanner.

Thus a need has arisen to re-orient the role of collector in the present times. Now he is more looked as-

- (i) Public manager at the local level i.e. Instead of adopting a 'mai-bap' attitude, thrust is on making people ~~able~~ capable.
- (ii) Act as promoter & facilitator to increase investment in his district.
- (iii) Act as a friend, philosopher & guide to the local governance institutions like P.R.D & Urban Local bodies.

Remarks

Examples

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Remarks