GS SCORE
An Institute for Civil Services

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DIPANKAR CHOU DHARY
RANK-166 (CSE 2018)

GS MAINS 2018
PUBLIC
ADMINISTRATION
PUBLIC ADMINISTRATION

There are EIGHT questions divided in Two Sections.

Candidate has to attempt FIVE questions in all.

Question No. 1 and 5 are compulsory and out of the remaining, three are to be attempted choosing at least one question from each section.

The number of marks carried by a question/part is indicated against it.

Answers must be written in the medium authorized in the Admission Certificate which must be stated clearly on the cover of this Question-cum-Answer (QCA) Booklet in the space provided. No marks will be given for answers written in medium other than the authorized one.

Word limit in questions, wherever specified, should be adhered to.

Attempts of questions shall be counted in chronological order. Unless struck off, attempt of a question shall be counted even if attempted partly. Any page or portion of the page left blank in the Question-Cum-Answer booklet must be clearly struck off.

Name: Dipankar Choudhury
Mobile No.: 
Date: 18 Aug 2018
Signature: 

1. Invigilator’s Signature
2. Invigilator’s Signature
SECTION-A

1. Answer the following questions in about 125 words each: \((10 \times 5 = 50)\)

(a) Mughal administration was mostly an urban administration.

(b) British administration was neither bureaucratic nor political, it was bureaucratic politics.

(c) Under Arthashastra there are no direct checks on the absolute power of the king, they are only indirect.

(d) Morley Minto Reforms were an extension of Indian Councils Act, 1892.

(e) Indian preamble reflects the centrality of Nehruvian Socialism.

(a) The territorial division of Mughal administration followed the pattern of

Sultanate → Saba → Sarkar → Penjuma → Nahal
(Province) / (District) / (Sub-Division) / (Mugh)

However, in all these divisions, the Mughal administration at the best penetrated up to

the district level:

Sultanate → Kazi, Mir Bahshi, Haz-i-ul Buzurat
Saba → Divan, Subahdar etc.
Sarkar → Amir, Faujdar etc.
Penjuma → Kamuro, Shah, Niyazdan (Local
Nahal → patwari

Remarks
Nature of the administration was very top-down and hierarchical. It followed from the sovereign monarch to the lower functionaries in a one-way communication.

ii) Seats of administration and the army was also urban till the Mughal level.

iii) The Mughal officials and the Munsabads belonged to the urban elite – Irani, Afghan, Parsi, Upper caste Hindus, and Muslims.

The role of rural areas was peripheral in paying taxes. Local village administration through panchayat, patwari, local zamindar, koth, mughal, etc.

Thus, although dependent on rural areas for taxes, the administration was urban in nature.
b) As per Riggs, the components of the state administration include:

- Bureaucracy — if dominant then bureaucratic

- Constitutive — if dominant then politics

- (party & politicians) etc.

- Head of the state —

A mixture will lead to bureaucratic politics balanced or unbalanced.

- Bureaucratic politics under British:

  i) The political class did not hold power.

    Thus bureaucracy took all the political decisions.

  ii) Even when the political class was given power, it was unstable.

    For ex- under dynasty in government & India Act 1919, only unimportant
and its relevant powers were given in the transferred list.

Similarly in 1935 act — the viceregal and the bureaucratic had special powers to protect the interest of the bureaucracy.

ii) The bureaucracy was not accountable to any political element. Its accountability was only internal.

(iii) The bureaucracy competed with the politicians. For one — they wanted to work on the ideas of land reform after popular elections of 1937.

Thus, it wasn't a modern bureaucratic system with accountability. It wasn't also politics with a spoils system. It was bureaucratic politics with a bureaucrat in a politician's role.
(c) While the King is supreme, divinely ordained and sovereign in Ashakshatra, he is by no means unchecked. The restrictions on his power include:

1) A King should naturally have some qualities like Vakya (power & speech), prajna (intelligence), sattva (energy).

2) He has a duty to provide for protection, Palan - security and yogakshema - peaceful enjoyment of riches.

3) His other duties include - taking part in administration, providing welfare, promoting trade etc.

4) The King was also supposed to be a master in shastras, danda (law), Rajneeti (politics) etc.
v) The Mahtripaishad and the Rajaprasadit were there to advise him. While he was the sovereign, he could not ignore their repeated advice easily.

vi) Kautilya also warns that a bad king would lead to Kopa (angry) of the subjects. He also suggests methods to overthrow a despotic king.

However, checks through a parliament as in UK, or modified laws, referendum or popular politics were not there. Moreover, there was no separation of powers. Thus whatever control was there was only indirect in nature.
d) The Indian Councils Act, 1892 provided for:

i) Elections to state legislatures via
   narrow franchise, indirectly.

ii) Elections to Viceroy's legislative
council from state legislature,
   indirectly based on single transferable
   vote.

iii) Expanded the council strength but
     kept official majority at both central
     and provincial level.

iv) Members were permitted to comment,
    ask questions etc on budget provisions
    but they were not allowed to
divide the house.

v) Limited scope for discussion and
debate.

Consequently people like Dadabhai
Naoroji and Dadabhai Naoroji reached central legislature.
The Act of 1909, only incrementally increased it as:

i) Non-official Members increased but official majority remained at central level.

ii) At state level non-official majority was allowed for only for non-elected/nominated Members.

iii) Division of House, no confidence, censure not allowed.

iv) Further question, powers like asking a supplementary or starred questions were introduced.

Other changes such as in division of revenue, position of the Indian services, powers of Viceroy and Governor remained the same. Moreover separate electorate was added, thus in a way matters it even worse.

Remarks
- draw a contrast between the acts.
e) Nehruvian socialism can be defined as a collection of some core ideas, which include:

i) Dominance of state upon means of production i.e. land, labour, capital and entrepreneurship.

ii) Equality of all especially equality of opportunity rather than equality of outcome.

iii) A strong state orientated private sector.

iv) Scientific temper, brotherhood, social justice etc.

Reflection in Indian preamble:

i) We the people: fraternity, unity and integrity of nation reflects the universal brotherhood. It was put into action by national integration.
ii) Scientific temper → secular, democratic republic as against to a traditional monarchial or feudal set up.

iii) Sovereign, Socialist → Indicated by the overextended public sector and non-existent private sector specially after the second five year plan.

Freedom

iv) Equality of thought, expression & Equality of opportunity → Affirms a positive state where equal opportunity will be provided through affirmative action like reservations.

However, with time India has moved away from this position specially after 1991 reforms. While social objectives are still there like democracy and republicanism economically we've shifted towards capitalism.

Remarks

Discuss contributive perspective
2. Answer the following questions:

(a) Discuss the nature and structure of revenue administration under Mughals in India.
   (250 Words) (25)

(b) Local self government under Britishers was neither local nor self in character. Comment.
   (250 Words) (25)

a) The Mughal state was a minimal state which only indulged in law and order, taxation, revenue, army, defense, and a few other functions. Thus revenue administration formed a major chunk of all its activities. The structure looked somewhat like this:

   Territorial division
   Empire — Revenue officer in charge at this level
   Suba (province) — Diwan i kuli / Wazir
   Tarkar (district) — Amalguzar, Kanwari
   Pargonna (sub-district) — Anil, Kanwero
   Mahal (village) — Patwari.
Taxation on Agriculture formed the primary source of income.

The officers at every level, specially up to the district level, belonged to the Mughal aristocracy.

They were normally Munsabdal and of high Zat (rank).

Revenue was also collected via taxes on trade, custom, port, etc. For this officers like Faujdan, Subehdars, Mutassaddi (Post) helped the regular machinery.

Most of the tax/revenue was payable in cash and kind was accepted only in extreme circumstances.

Remarks

Revenue in Akbars reign.
Nature of the revenue system

i) Agriculture tax was normally collected via 3 methods:
   i) Ghalla Bakshi
   ii) Kankut
   iii) Khet Batai/Zabti system

ii) With time Zabti became the most popular system. It was modified by Akbar with the help of Todar Mal. The new system was now called Ain-i-Dahsala.

Ain-i-Dahsala - In this a Karauri was appointed to collect taxes. The revenue was fixed by taking the average of last 10 years' produce. It was more efficient as:
   i) The collection (water) was centrally fixed with no discretion
   ii) The empire did not have
to measure crop yield every year.

iii) Less corrupt, easy to monitor and implement.

A new appointed new officers called karanji to supervise this system. The entire land was measured, categorized as per productivity and rates fixed. Normally it applied only to khalsa land. (Royal/crown land)

At the local level, there were karanjos and patwaris who were hereditary village functionaries. Zamindars, Koth, muzaddams formed the next level. Regular accountability and auditing was done by Mustaufi and Mutaasaddi.

Thus, the system was centralized top-down and patrimonial traditional (chibien) in nature.
The genesis of local self-government in the British could be traced to 1600s when the British first established a municipality in Madras. However, the real growth came after Lord Mayo's declaration. The chronological order would be:

Lord Mayo - Resolution for financial devolution to provinces.

Lord Ripon (1870s) - Magna Carta for local government. His resolution led to the establishment of many corporations and devolution of financial powers.

Lord Curzon (1905) - Calcutta Corporation Act led to centralisation and official control.
Government of India Act, 1919

Local government became a transferred subject.

Lee Commission

Recommended autonomy and independence.

Government of India Act, 1935

Provincial subject with control of local ministers.

Neither local nor self.

1) The franchise was very limited. Only a few landowners and tax-paying people could vote.

2) Local governments were perpetually dependent on provincial governments for funds and grants.

Remarks

Montague Reforms (1919)
iii) There was a strong presence of official element. British appointed
remained, Cawston even officialised
almost entire Calcutta Corporation
in 1905.

iv) The collector had an overwhelming
presence and dominated.

v) Only districts, urban areas and
big cities had municipalities or corporations.
The villages were almost entirely left
out of this scheme.

Despite these overwhelming limitations,
the local government did some
remarkable work too. Many leaders
like Subhash Chandra Bose,
C.R. Das, Motilal Nehru and Madan
Mohan Malaviya served as heads of corporations. Though in true sense, the concept of local self government remained a top-down alien concept.
3. Answer the following questions:

(a) "Parliament may by law admit into the union, or establish, new states on such terms and conditions as it may deem fit". In the context of above discuss the nature of Indian federalism. (300 Words) (30)

(b) "It is through the base of social democracy we seek to establish the political and economic democracy". In this context discuss the provisions, constitutional or elsewhere, for establishing strong social democracy in India. (200 Words) (20)
4. Answer the following questions:

(a) "The parliament is a great inquest of the nation" (McMillan). Elaborate.

(200 Words) (20)

(b) Instead of a centralized planning model India should have gone for appropriate self managed institutions*. Discuss the reasons for the demise of Planning Commission in India.

(300 Words) (30)

The parliament as a inquest of the nation implies that the parliament is responsible not only for framing laws, but ensuring control over executive who will implement the laws.

The parliament is sovereign, not bound only by the constitution and can look or inquire/inquest into any state activity.

The parliament achieves this via various methods like:

i) Control over finances:
   - Passes the budget
   - PAC observes and audit
   - Authorises appropriation out of consolidated fund.
ii) Control over political executive:
   - Questions, non-confidence, censure, adjournments, etc.
   - Ministry accountability and collective responsibility

iii) Control over permanent executive:
   - Question in committees like PAC.
   - Responsibility via the minister.

Thus the parliament is the embodiment of the popular sovereignty.

However, with time, this great interest has weakened for multifarious reasons like:

i) Frequent disruptions, lack of discussion, debate. Ex: in 2018-19 budget demands were voted in 15 minutes.

Remarks

Constitutional framework
1) Fall level of discussion, personal attacks, complete loss of bi-partisanship, un-parliamentary behaviour.

iii) Growth of delegated legislation.

iv) Fraction of committees like PAC on party lines.

v) Poor quality of members, criminalisation etc. (37% in 16th Lok Sabha)

vi) Expansion in the activities of state has meant that parliament has little time to devote to all pressing matters.

vii) Army in technical nature of laws, growth of private sector and people becoming disinterested are all reasons for decline in this power.

Thus, the need of the hour is to revive this greatest institution.
the nation into some steps that can be taken are:

1) Amendments in the representation of people's Act 1950 to counter communalism.
   - End nepotism and dynastic politics by making internal democracy compulsory.
   - Empowerment of election commission by contempt powers to de-register a party etc.

2) Parliamentarians should do proper research and utilise the Lok Sabha and Rajya Sabha library.

3) Right to recall.

4) Hidden representation such as by passing women reservation bill.

5) The youth should be inspired towards politics.

Lastly, the success of any democratic nation would depend on the functioning of its parliament.

Remarks

- Cite the predominance of popular demand in democracy
The Planning Commission was established by an executive order in 1951. It was a centralised system.

Why PC?
- Poor human capital, no capacity, and no direction for growth.
- Influence of Soviet centralised planning.
- States didn't have the capacity or resources to undertake planning and execution.
- National direction for balanced growth was vital.

Given these conditions, the time then was not ripe for self-managing institutions. Institutional development needs time and a proper ecology which was initially provided by PC.

However, as institutions grew in...
power and stature, PC started losing relevance. With the LPG
reforms of 1991, PC had become an anachronism in the modern trend of cooperative and competitive federations.

All this, along with many other factors, led to PC's demise. These included:

1) Pushback by states:— Since the elections of 1967, when regional parties started emerging, PC was denounced as:
   - States didn't like begging with PC for funds for plan expenditure.
   - The centrally sponsored schemes of CSS of PC were viewed restrictive and top-down.
   - States felt they were
deny denied their political rights under article 282 and 275, which called for grants. PC made these grants conditional.

- PC forced states to modify their own schemes as per CSS requirements.

ii) Push back at the center: Ministries abhorred PC taking over their functions. It became a super-cabinet with no accountability to parliament, outside parliamentary committees and questions.

iii) Fraud on the constitution: It directly conflicted with the mandate of:
- Finance Commission (Article 280)
- Inter-state Council (Article 263)
Plan expenditure. Moreover, active interference in inter-state affairs made ISC redundant.

iv) Changed ecological scenario:
- These included:
  - A shift to 'indicative planning'
    - From comprehensive plans.
  - Decline role of state, and
    - Growth of market mechanism.
  - Fast growth of specialised fields like IT, software, environment, etc.
  - States proved better in handling local contingencies than a centralised body with top-down approach.

Thus, the demise of PC was due to systemic pressure. The new avatar of NITI Aayog has shed away a lot of baggage like comprehensive 5-year plans, financial powers, etc. It is merely a think tank keeping with times of the 21st century.
5. Answer the following questions in about 150 words each: (10 x 5 = 50)

(a) "A proactive bureaucracy can revitalize democracy."

(b) PSU's in India have evolved from exhausted "leviathans" to "entrepreneurial agents".

(c) "Decentralized planning can be only effective when local institutions are truly "localized".

(d) Federalism in India is not only practical but semantically inevitable.

(e) Statutory forms of organizations are more public than company form, but then they are not adaptive.

9) A proactive bureaucracy implies a bureaucracy which sees problems as they develop, anticipates conflict, is adaptive and innovative.

霭 "Participatory approach.

Flexible rules and regulations.

Top down

Bottom up"
Proactive bureaucracy and democracy:

1) Procedural democracy: Participatory approach implies direct involvement
   - Citizen centrity: Where a citizen needs are more important than rules
   - Bureaucratic process and decision making is participatory.
   - The 2nd ARC had suggested a 7-step model to achieve this

2) Substantive democracy: People are more aware of compromises and problems.
   - They have a sense of ownership over bureaucracy.
   - They start believing they can make changes.
   - They deepen democracy as trust increases.
   - Builds social capital (Robert Putnam)

Thus, a proactive bureaucracy can serve as a tool for revitalizing democracy.
b) With only 5 PSUs in 1951 to 2407 in 1991—PSUs had achieved the commandry heights of economy.

However during this stage they served more as exhausted Leviathans as:

i) Till 1984-85, they were cumulatively running on losses.

ii) Very high capitalisation, high capital output ratio and poor productivity drained them.

iii) Too many interests like popular politics, social role of welfare, pressure to be a model employer, contributions to exchequer etc, dragged them down.

However, with LPG, there was a sort of turnaround of PSUs as can be seen:

1) 7 Indian companies make it to Fortune 500 and 5 of them are PSUs — SB1.

Remarks
BPCL, HPCL, and Indian Oil.

i) A net growth of profit by 4.3% from 2015-16 to 2016-17 as per public enterprise survey (2016-17).

ii) The contribution to exchequer is phenomenal and constantly rising from dividends, corporate taxes, loans interest etc. 2016-17, it was 73,85,000 crore.

iii) 60% of formal employment comes from public sector.

iv) Some are major international players like - NTPC, ONDC, Indian Oil. Onco recently undertook a joint venture with Petro Vietnam.

v) The number of loss making PSUs has fallen to less than 50 out of total 92.

vi) The turnaround has been complete from exhausted civilisations to entire pre-colonial effects.

Remarks
(c) Article 243 (b) and 243 (w) provide for decentralised planning via District Planning Committee and Metropolitan Planning Committee (MPC).

However, these institutes are not truly localised because:

(i) 20% political participation in DPC/MPC by MP/MLA's but varies from state to state (Source)

(ii) Overburdened line agencies

(iii) The Office of the district collector and development commissioner - usurps authority

(iv) Poor Finances - specially DPC where it doesn't even have independent power

(v) Lack of capacity development for planning

Thus a true localisation would involve:

(i) Distribution of power based on the...
principle of subsidiarity:

i) Authority over line departments,

ii) District collector tenure into

the CEO of district council.

iii) Delineation of authority

iv) Taxation and enhanced fund

This will lead to decentralised planning

as:

i) There will be a clear link between

power and responsibilities

ii) Enough resources and control over

them

iii) Should inculcate a sense of

ownership

iv) Local priorities would be better

reflected

Critical assessment is desired.
Statutory forms of organisation are a result of a law/statute like NTPC, etc. Company form are registered under companies act 2013. Section 2 provides for government company.

Publicness of statutory form:

i) Formed by legislative sanction.

ii) Many acts provide for CAB or Audit like DVC act.

iii) Scrutinised by Committee on Public Undertakings.

iv) Directly under a Ministry, Minister can be questioned in Parliament.

v) Annual reports are submitted.

This looks in company form as:

i) No parliamentary pre-remission needed to establish.

ii) Established by executive order.

Remarks

— ennumerate structural aspects.
iii) Private auditors.
iv) No ministerial responsibility.

Adaptability of statutory form is less as.

i) Changes need legislative sanctions.
ii) Board of directors is entirely government nominated.
iii) Borrowing, lending, raising loans need ministerial sanctions.
iv) The interdependence of CAG and CPV.
v) Can't expand, change aims motives or procedure on their own.

These are however lacking in company form as the government control and public accountability is limited to the percentage of shareholding. Thus, company form are more non-adaptable.
6. Answer the following questions:

(a) The emergence of PPP models have not only undermined the role of PSU's but also corporatized the public character of administration. Discuss. (250 Words) (25)

(b) Secularism as a philosophy is compatible with diversity. Critically evaluate in the context of constitutional setting for Indian democracy. (250 Words) (25)

a) PPP models have taken various organisational forms such as:
   i) Special purpose vehicles — registered under the Companies Act.
   ii) Joint ventures: a contractual arrangement or a company.

It has also evolved many investment models too like:

i) Engineering, procurement, completion. Major role with the government.

ii) Build, operate, transfer (BOT) — and its many variations with major role for the private sector.

iii) Hybrid Annuity — mixture of above two.

This proliferation has undermined the role of PSU’s as!
i) GoI has declared a policy of reducing the number of central public sector enterprises.

ii) Even profit-making enterprises like HPCL were disinvested. This year government exceeded its disinvestment target of ₹80,000 crore and secured ₹100,000 crore.

iii) Market share of PSU's has fallen to only 4% C Year 2?)

iv) PSUs are no more the preferred mode and new PSUs are not being established.

This has reduced the public character of administration as:

i) PPP are beyond CAG's auditing domain. With so much money being poured into them, accountability is lost.
1. The minister has very little responsibility to answer questions on PPPs → less ministerial accountability.

2. Being the preferred model, it has also entered municipal administration. Smart city guidelines mandate a special purpose vehicle for implementation.

3. PPPs are not obliged with the social role & employee welfare.

4. Being a model employer.
   - Affirmative action
   - Environment conservation

5. The object of social justice with balanced social goods economic growth is also tempered. PPPs don't invest in areas such as North East India or Maoism affected regions.

Remarks
vi) The role of CBI, CVC, parliamentary committees have all been eroded.

If PPP is an government company, it is only mandated to work as per company's law. Moreover govt can exempt or modify any provision of companies law with respect to PPP.

vii) The former CAG V. Narol has had mentioned in his book- "In all PPP's it is the government which is at loss? Thus putting a question on their effectiveness.

While PPP's have done well in highway projects, their loss of accountability and failures such as missing NPA's put a question over them. The way ahead then lies in converting PPP's to public-private-people's partnership (PPP-P).
Secularism based on minority

Secularism and diversity:

i) Secularism allows all religions to coexist as it keeps state away from favoring one at the expense of other.

ii) Secularism also does not mean that state should act as an disinterested.
pursue measures—
- Throwing open temple gates for debts.
- Criminalising triple talaq via law.

iii) Secularism also addresses restrictions on grounds of public order, morality, decency etc.

Thus, the philosophy of a positive secularism which implies:
- Action by state to correct injustice.
- No official religion of state, has allowed diversity to flourish in India for 70 years.

However, some would also question the applicability of secularism to maintain diversity as:

i) There is no true secularism as
The state has still not established a uniform civil code.

ii) Secularism combined with minority rights has meant that the majority religion has suffered.

- Right to education doesn't apply to minority institutions.
- They have more protection when it comes to managing or acquisition of property.

In a way, minority has been made more equal.

iii) Subsidies on religious activities has further distorted secularism.

iv) Secularism has also led to appeasement politics which is in turn a violation of diversity ideals. It favours one community over others.

v) Judicial pronouncements like testing whether a particular practice is an essential practice has made secularism
vi) The judgement in 'stainless vs Madhya Pradesh in a way sanctioned connivence. The state has become a mute spectator when diversity is untainted by proselytising activities.

Thus, while secularism has maintained Indian diversity, it has not been free from blemish. Gujarat riot (2002), Bhopal riot (1984), has exposed the hidden reality of a secular state. A need term "pseudo secularism" has also been coined. Hence to maintain this as own strength, the need of the hour should lie in define it with the growing complexities of modern society.

Remarks
secularism
social philosophy
12
7. Answer the following questions:

(a) "Federalism is not only operationally but also semantically and conceptually, a remarkable vehicle for managing diversities, multiplicities and pluralities". Comment and bring out your views on Indian federalism. (250 Words) (25)

(b) Do you agree with the view of Prime Minister Ramsay MacDonald that during British period Collector was the eye of the government and its tongue? Examine the role and responsibility of the Collector during British period. (250 Words) (25)

Remarks
8. Answer the following questions:

(a) "Government has delegated enhanced powers to Central Public Sector Enterprises." Comment and bring out the special status of 'NAVRATNA' CPSEs.

(200 Words) (15)

(b) Good governance and not necessarily less governance is the need of the hour.

(200 Words) (15)

(c) "Kautilya was a strong advocate of wealth generation by undertaking economic activities at the initiative of the State". Discuss the role of "Socialistic Model" adopted by India, its achievements and failures, in the light of above statements.

(250 Words) (20)