GS SCORE

An Institute for Civil Services

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SRUSHTI DESHMUKH

Rank - 5

GS Paper II Marks - 111

GS Mains Q&A
Governance & Institution

Name : _SRUSHTI J. DESHMUKH_

Roll No. : ....

Mobile No. : ....

GS MAINS Q&A 2018

GOVERNANCE AND INSTITUTIONS

Time Allowed: 3 Hr.   Max. Marks: 250

Instructions to Candidate

➤ There are 20 Questions.

➤ All questions are compulsory.

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

➤ Answer the questions in **NOT MORE THAN 200** words each. Contents of the answer is more important than its length.

➤ Answers must be written within the space provided.

➤ Any page or portion of the page left blank in the Question-cum-Answer Booklet must be clearly struck off.

Q	Answer	Q	Answer
1		11	
2		12	
3		13	
4		14	
5		15	
6		16	
7		17	
8		18	
9		19	
10		20	

Date: ☐☐ ☐☐ ☐☐☐☐

Candidate's Signature

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Examiner's Signature

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Q1. "Development is a qualitative term". In this context discuss, how growth has preceded development in India, post-globalization.

(12.5 Marks)

While growth can be numerically measured based upon the economic production activities in a country, Development is a qualitative term. It encompasses the physical well being, mental health, Education and better opportunities for all.

Post Globalisation and New Economic Policy 1991, India has witnessed rapid growth due to new market access, service exports, interconnectedness and linkages worldwide.

* GDP Growth has averaged 6-7% even in 2008 economic crisis period due to robust domestic market
* Global Investments have poured in, with greater FDI ease, ease of doing business etc.

But on the development front, proportionate results have not been attained.

* Child Sex Ratio has not even crossed 950 females/1000 males
* Human Dept Indicators are poor pushing India behind other South Asian— Bangladesh, Sri Lanka countries.
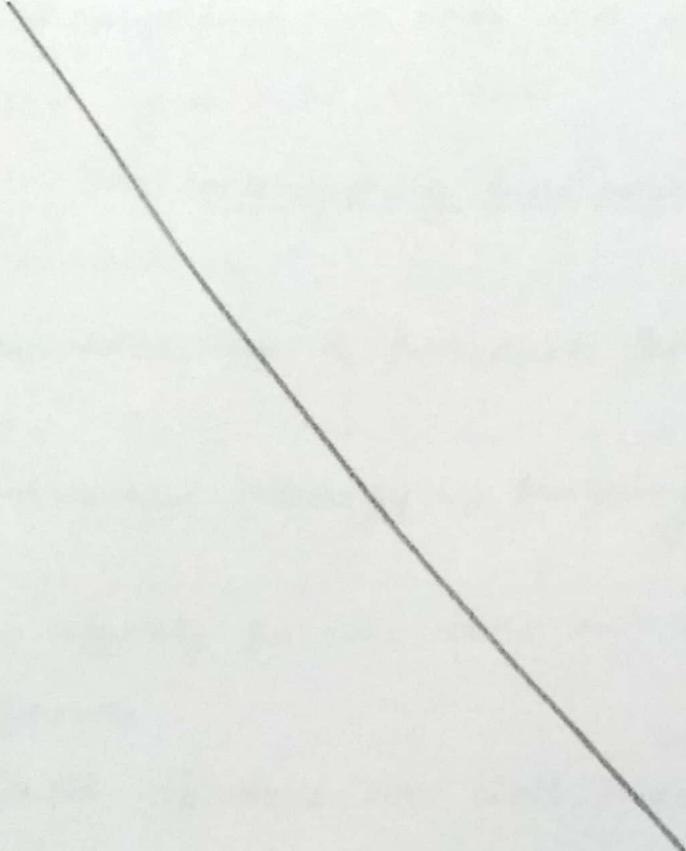

Remarks

* Though Gross enrollment has increased, no. of years of schooling for girls have not improved

* NFHS Survey depicts the health scenario with disease burden shifting to non communicable diseases

* 44% Indian population is estimated to be "Multidimensionally Poor". (WB)

Hence, despite good growth prospects, India has lagged in development and need better implementation of schemes like Beti Bachao Beti Padhao, ICDS, PDS, MGNREGA etc to alleviate the poor and bring 'Sabka Sath Sabka Vikas'.

Remarks

Q2. What is the phenomenon of "Civil Services Activism"? Analyze its impact on functioning on Indian democracy?

(12.5 Marks)

Remarks

Q3. How do you assess the contemporary bureaucratic culture in India? What measures can be taken to make bureaucracy, less bureaucratic?

(12.5 Marks)

Bureaucracy, as envisaged by Max Weber has been characterised by strict rule adherance, sphere of competence for each and non appropriation of position by a civil servant.

The contemporary bureaucratic culture in India is seen as:

1) Plain adherance to procedural formalities and rules.

2) Bureaucratic lethargy in pursuing day to day work.

3) Less affinity for new ideas and innovative standards.

4) Political influence over civil servants & corruption.

5) Bureaucratic inaction to avoid any limelight, accusation or allegation in sensitive cases.

Measures that can be taken are:

1) Ensuring independence of bureaucrats by preventing short term transfers

2) Timely / Periodic professional training to fit in with changing work conditions.

Remarks

3) New <u>360 Bureaucratic Rating</u> that takes into account viewpoints of seniors, juniors and colleagues for assessment

4) Enhanced connectivity within the lobbies of Bureaucrat to give confidence to stand up for whats' right

5) Effective implementation of Prevention of Corruption Act to avoid malpractices

     Nevertheless, Civil Servants ~~are~~ have made their mark for efficient working Eg James m Lyngdoh as CEC, Vinod Rai as CAG, new ideas and schemes have been handled Eg Digital India by Aruna Saundarasajan, GST by Hasmukh Adhia etc.

Q4. SHG movement is a Women–centric approach to development. Comment.

(12.5 Marks)

~~Self Help Group is a successful venture~~

Self Help Group is a small voluntary association in the form of micro enterprise that mobilises small savings of the members to ensure credit on a rotational basis or help in self employment.

In India, SHG Movement has flourished in most parts, specially those with all women members. It has helped in:

1) Financial Inclusion and Independence

2) Self Employment Opportunities

3) Shared decision making

4) Women Empowerment

5) Collective Mobilisation and Identity formation

Development in this context has occurred empowering the participating women in multiple ways

→ By factoring in their constraints, liabilities and responsibilities.

→ Acknowledging the contribution of women in household and family. eg. Lijjat Papad group in Maharashtra

Remarks

Thus it helps in promoting a gender-sensitive approach to development

Nonetheless, it has also benefitted others. Many SHGs with all male and mixed members has also promoted thrift among earning males.

* Families have benefitted in form of loans for Marriage, Education, Employment etc

* Financial help during exigencies.

Thus SHG is no short of a revolution in mobilising the savings of poor and realizing their capabilities thereby bringing women on board for such a step.

Q5. **Civil Society movement in India has been a victim of elite capture. Discuss.**

(12.5 Marks)

Civil society Movement envisages the mobilisation of the citizens for a specific interest, cause or purpose to develop public opinion and awareness, thereby influencing policy and action.

Due to its 'expert' nature and focussing on specific issues, CSOs have been often seen as Elite captured.

1) Educated and well advanced urban population and leaders participate in it

2) Leadership specially comes from the economically powerful section who drives the agenda.

3) Organisation, Infrastructure and political adherance is seen into/visible in urban arenas.

4) Eg. Environment Think Tanks who facilitate research, demand and Manifest International attention belong to elite class.

Nevertheless, many examples of civil society movements has also been those who have included the common man, his/her grievances and rural affected households.

Remarks

Eg. Chipko Movement by Chandi Prasad Bhatt and Sunderlal Bahugana mobilised women of hill states Narmada Bachao Andolan under Medha Patkar used many tactics like demonstration, Jal Satyagraha including rural families and villagers.

Anti-Corruption Movement by Anna Hazare brought thousands on streets and democratized the civil society movement.

Q6. Media is a parliament of citizens. Comment on the Pros and Cons of Media freedom in India.

(12.5 Marks)

Media is the fourth estate of democratic functioning aiding the political and social awareness and opinion formation of public as also making their voices reach the Govt acting as a medium, thereby "Parliament of Citizens".

Media freedom is essential for a healthy democracy and accountability of leaders to allow transparent reporting of all incidents.

Pros of Media freedom:

1) effective and Accurate media reporting & journalistan for bringing out true picture.

2) Citizen voices can be articulated in a better way.

3) Fear of media intervention can prevent corrupt practices, violence etc.

4) Information can spread efficiently and awareness before elections for better decision making.

5) Critical Evaluation of Govt schemes and actions and debate, discussions be facilitated.

Remarks

Cons of Media freedom :

1) Media activism can lead to Media trial and even distortion of facts to gain greater viewership Eg Recent Noida child murder case.

2) Sensationalism is promoted.

3) Reporting sensitive news harmful to national security Eg. Mumbai Attack, Patharkot airbase attack

4) Over emphasis on certain issues.

5) Irresponsible Sting operations, implication in cases etc.

Responsible Media freedom can aid the process of efficient democratic functioning without harming the edifice of public domain. Self regulation is a must to maintain the credibility of media.

Q7. In the era of E-Governance, specialists have a greater role to play, but our entire administration structure is designed around "Generalists". Elaborate (12.5 Marks)

Era of E-Governance has facilitated a revolution in a sense to digitise procedural works and enhance transparency and accountability of the Govt.

* E-Governance requires technical complience related to handling to connectivity, internet, computer and digital issues that might arise

* Generalists, working for decades with paperwork might find difficult to adapt to changing public service delivery standards.

* The digital interface between govt and citizens has enhanced need for speedy grievance redressal and information sharing that requires alternate working procedures and assessment.

* Domain knowledge is required to handle specialised issues and matters of public importance that require expert advice

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Remarks

Since our administration system is manned by Generalists, following things can be ensured.

> Effective training and skill dept of the staff eg Project SAKSHAM by Railway dept.

> Lateral Entry and Induction wherever required for efficient working.

Generalists provide cross-domain knowledge that is helpful in administration but needs to be supplemented with Specialist Influence/ Expertise for realising goal of E-Governance

Q8. Sunshine laws like RTI and RTPS, can only be effective when there are enough "Windows of Democracy". Discuss with respect to the issues of transparency and accountability in governance in India.

(12.5 Marks)

Laws like Right to Information and Right to Public Service delivery are effective tools for ensuring citizen centric administration to allow democratic functioning.

But they can be effective only when transparency and accountability are ~~eff~~ allowed on a scale to be of any help to citizens.

* Recent exclusion of many organisations from purview of RTI in pursuit of national security issues.

* Many bodies that despite being 'public' are not subjected to RTI Eg BCCI and political parties.

* Lack of public awareness and education about their entitlement to public services and such laws ensuring timely delivery which cause legislation on RTPS being a dead letter.

* Lokpal Act has been roadblocked, preventing a "door of accountability" to open upon the executive and legislature

Remarks

* Laws like Rajasthan ~~prew~~ criminal law amendmat preventing investigation before permission or even media reporting made punishable can shrink the space for demanding transparency

Hence both RTI & RTPS can be made to function efficiently only with the other acts facilitating it. Windows of democracy must be open by ~~of~~ widespread campaiging, citizen awareness, opening govt dept to scrutiny and work performance assessment of govt. servants to allow their true realization

Q9. Do you think corruption is more of a cultural problem, than an institutional one? Give your suggestions.

(12.5 Marks)

Corruption including bribery, wrongly favouring, ignoring the misdeeds, collusion etc or an act of misfeasance or malfeasance in return of a pecuniary or other gain is not only an institutional but a cultural problem as well.

> Institutional hierarchy promotes allegiance to seniority which may force even honest workers to become part of "under the table" exchanges.

> Despite this, work culture of "obliging" the other person by "prioritising" their "file" also perpetuates corruption.

> Ethical lethargy or fear of ~~being~~ not being able to pursue the case till end harms honest reporting

> Cultural belief that a favour today can be taken advantage of in future.

> Inability to say 'No' and lack of ethical strength to do so.

Remarks

In order to curb this cultural problem which is facilitated by the Institution, comprehensive measures need to be taken:

1) Building trust and confidence by leadership in all dept workers to allow ethical functioning on merit.

2) Whistleblower protection including internal reporting mechanisms.

3) Education and ethical teaching to newly inducted political workers, civil servants etc

4) Streak of public service be developed and ensuring accountability by RTI, RTPS, RTG sevance Redressal etc

5) Citizen awareness campaigns and media activism to prevent malpractices.

Q10. Citizen-Charters are "Expression of an ethical governance", but their real utility is questionable.

(12.5 Marks)

Citizen Charters are documents that represent commitment of the organisation to the citizens and are expressions of an ethical governance.

* It covers standards of service, choice, values etc

* It highlights accountability and way of functioning of govt.

* It enumerates ethical guidelines as benchmarks required to improve public service delivery

* It brings citizen at the heart of the governance process for satisfactory service.

But their utility as merely documents representing the values has been often questioned.

* Inadequate awareness about charter in public ~~becomes~~ is a loophole

* Charter is not updated periodically

* Effective groundwork is not done by Govt officials to assess the performance for reaching the goal of Charter.

Remarks

Nevertheless, Citizen Charters must never be seen as 'ends in themselves' rather they are 'Means to an end' to achieve citizen centric and ethical administration.

It must be backed by other measures like Grievance Redressal law, Sevottam Model, Quality Management System etc to supplement its effort to reach the goals in Citizen Charter.

Q11. Identify the crucial factors behind "Weak Grievance Redressal" in India. Will the growth of Tribunals fill the gap in Justice delivery? (12.5 Marks)

Grievance redressal continues to be a loophole in effective public service delivery in India preventing accountable functioning of govt dept. and offices.

* Pensions, scholarships, Subsidies etc remain stuck or are siphoned off or subject to pilferage.

Crucial factors are:

1) Poor implementation of Institutional mechanisms and legal vacuum as only Bihar has Grievance Redressal act in India.

2) Institutional Inertia and lethargy of carrying out day to day work - "Babu Culture"

3) Rampant corruption and bribery demands/commission etc.

4) Backlog of 60,000 cases in SC, lakhs in HCs and district courts preventing justice delivery

5) Requirement of money and political contacts for basic grievance redressal.

Remarks

Tribunals are independent judicial bodies that specialise in implementing certain laws. Eg. PO Consumer court, economic/business laws, laws/cases related to sexual assault of women and children.

> They can allow accelerated case disposal
> Expertise can facilitate case trial efficacy

But :—

> Tribunals ~~not~~ judgement being challenged again in SC.
> Delay in constituting them due to lack of legal professionals. etc

has even aggravated the issue. Hence, tribunals must be utilised for effective grievance redressal by speedy trial & expertise to fill the gap and promote justice for all.

Q12. There is a need for "Credibility Index" and "Performance Index" for enforcing accountability of NGO's. Comment.

(12.5 Marks)

NGOs are voluntary or civil society groups that seek to work for social, economic dvpt of the population by supplementing efforts of the govt. Lately, they have been found to indulge in malpractices related to foreign funding and other irregularities for taking tax benefit etc.

* NGO accountability is crucial as it will aid in effective performance.

* Their misuse for money laundering, tax exemption profiteering can be curbed.

* Efforts of credible NGOs working tirelessly for the public can be acknowledged and further popularised to ensure public participation.

* NGO accountability will also strengthen the foundation of civil society in India by legitimising their existence and facilitating their work.

Remarks

In this light, 'Credibility Index' and 'Performance Index' can be effective tools to monitor their performance and transparently bring them in public domain to ensure that no malpractices are entertained.

* Credibility parameters need to be carefully chosen as well as for performance as many NGOs put in efforts to bring sustained changes visible only in decades/long periods of time.

* It can facilitate healthy competition among NGOs and bring to light areas which are being left out.

* It must not be used to strangulate NGO efforts or curb their effective functioning.

Recent efforts like NGO Darpan by NITI AYOG and greater govt-NGO tie ups can deepen the dept efforts for better living opportunities.

Q13. Emphasise the role of cooperatives post-independence. To what extent have they been successful? Are cooperatives relevant in today's India. Critically analyze. (12.5 Marks)

Cooperative movement in India gained traction post independence to aid mobilisation of citizens and instilling organisational abilities thereby promoting deepened dvpt and trickle down effect.

> Financial Inclusion has been aided by cooperative societies undertaking finance/banking activities catering to needs of special villagers, caste, community etc.

> White Revolution has been promoted due to cooperatives of farmers & villagers Eg. Amul India in Gujarat has expanded animal husbandary

> Sugarcane cooperatives in Maharashtra, UP have facilitated production, bargaining capacity for price stability.

Many other groupings like SHGs, NGOs and CSOs are coming up but the relevance of cooperatives in India continues :-

Remarks

1) Rural economy needs a boost besides agricultural production which can be aided by cooperative farming, consolidation of landholdings etc.

2) Self employment can be greatly promoted by taking up handicraft, dairy, textile, weaving, edible processed items etc.

3) In digital age, Cooperatives can seize its benefits and reach out to greater populace due to connectivity and linkages pan India. Eg - e-commerce

Cooperatives were seen mired in corrupt practices lately which needs to be curbed by 'facilitative regulation' and enforcement. Gandhian idea of cooperatives still resonates with self help principle of self reliance and empowerment.

Remarks

Q14. Which of the following is necessary for success of local self-government in India for the Devolution or Delegation? Elaborate with reasons. Also Enumerate the differences between the two terms.

(12.5 Marks)

Local self government is an effective tool for political decentralisation so that the administration can work effectively and with locally found solutions.

Both Devolution and Delegation are forms of Decentralisation that can be political, economic or financial in nature.

> Delegation involves transfer of responsibilities by a central govt to semi autonomous public enterprises or at the same level of functioning.

> Devolution essentially means transfer of powers and responsibilities from central to state and local administration and lower authority.

In this light, for effective local self govt, 'Devolution' as a form of decentralisation can ~~the~~ aid their success in a better manner.

* Devolution of administrative tasks — can help better aware, locally residing officials ~~to car~~, sensitive to culture & working, to carry out the tasks.
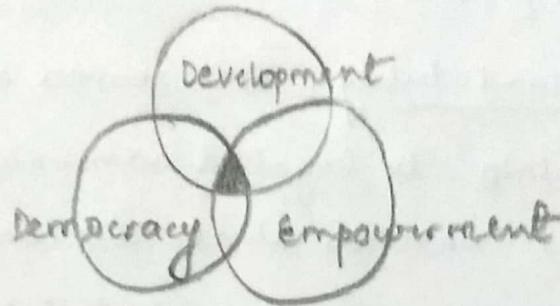

Remarks

* Financial devolution can aid the bottom-up approach where the local govt can direct the resources to the most needed target areas

* Devolution of other powers can boost regional identity, competitive spirit and autonomy.

* Like in tribal, and scheduled areas, devolution can make local population stakeholders in dvpt by Gram Sabha decisions, Social audit etc.

Q15. "Development, democracy and empowerment are obstructed, by a series of accountability failures." Analyze the statement with emphasis on social accountability and its utility.

(12.5 Marks)

Development, democracy and empowerment are inter related concepts that reinforce each other and bring better opportunities politically, economically, socially and psychologically.

They seem **obstructed** mainly by accountability failures due to which the delivery Institution is insulated from public scrutiny or answerability and this prevents effective realization of true goals of democracy ⤷ empowerment ⤷ development

* Lokpal act is being roadblocked by political parties of all hues.

* Grievance redressal mechanisms are fragile and not trickled down to local govt officials.

* E Governance finds limited utility due to infrastructural gaps.

Remarks

* RTI and RTPS are sunshine laws but many bodies like political parties, BCCI remain out of ambit

Social accountability, thus comes as a significant alternative to legal & administrative accountability, that ensures that citizens themselves, evaluate the performance, assess govt servants etc and

> It brings govt closer to citizen/ people who are actually governed.

> It democratises mechanism of transparency reducing inequalities of caste, power, status etc

> It can be a powerful tool swaying political elections verdict.

Eg Social audits in MGNREGA, Citizen polls on MyGov platform, Evaluation by Gram Sabha of Govt prog. can accelerate govt machinery when brought in public domain.

Remarks

Q16. The NITI Ayog is considered to be more compatible for the federal structure. However, apart from ability to allocate funds, not much has changed. Critically analyze.

(12.5 Marks)

NITI Ayog came as a renewed institutional alternative to Planning commission that is more suitable to changing dept needs and federal structural relations.

> Allocation of funds has become a bottom-up oriented activity where local govt and states design plans and dept imperatives.

> NITI Ayog has facilitated a competitive approach to allocate funds in consonance with 14th finance Commission.

Even beyond this, many fresh changes have been Occuring:

1) Constitution of "Team India" incorporating heads of all states (CM) to provide representation.

2) Creation of committees to look into expert matters Eg. Digital India team, financial inclusion team etc.

3) Instilling Cooperative federalism and Central Govt assuming the role of a facilitator than a controller.

Remarks

4) Competitive federalism amongst the different states ~~prop~~ being promoted with help of Dept Indicators, Eg. NITI Ayog Index on Business Reform, Education, Health etc.

5) Instituting new schemes like "SATH" for Transforming Human capital by creating "model states" for replicating best practices

6) Research based works and formulations Eg NITI Ayog Nutrition Strategy, Poverty task force, Transforming India lecture series etc.

     NITI Ayog has ushered in a new era for dept in India which seems to be well progressing but would need some more time for Institutional Evaluation.

Q17. The CBI plays a pivotal role in the criminal justice delivery, but is often marred with a myriad of responsibilities affecting its performance on the most vital job. Comment while suggesting reforms to the CBI.

(12.5 Marks)

Remarks

Q18. What are the major recommendations of Lodha panel on BCCI reforms? Discuss its impact on Sports governance in India.

(12.5 Marks)

Lodha panel recommendations brought a watershed moment for sports Governance, specially cricket with its following regulations on BCCI :-

1) One State One Vote policy while allowing states with multiple associations to vote on rotation basis.

2) Tenure and Age limit for Board and state association members along with mandatory cooling off period.

3) Exclusion of bureaucrats and active ministers from holding positions

4) Curtailing powers of President while reducing number of Vice Presidents.

5) Professionalising association / BCCI by appointing CEO and vertical head for specific role

6) Appointment of special officers like Electoral Officer, Ethics Officer etc.

Remarks

By paving way for greater accountability and transparency in Sports governing institution, Lodha panel has been a harbinger for better administrative practices.

* Professionalising academy can reduce corruption
* Better expertise in handling economic issues is in better interest of all.
* Act as a model for Governance in other sports to redesign working on same lines
* Political influence and Massive Money game in sports associations can be curbed to a large extent.

Remarks

Q19. What was the objective of setting up NGT? Has it succeeded in unburdening the judicial system in India? Examine its performance in bringing qualitative changes in environment?
(12.5 Marks)

National Green Tribunal was set up by act in 2010 with following objectives.

1) Creating specialised agency for implementation of Environment laws

2) facilitating expert handling of issues.

3) Promotion of Environmental Governance and bringing in Internationally recognised conventions.

* It has helped in providing independent platform to cases of Environmental pollution.

* To an extent, it has unburdened the lower judiciary or HCs from these cases.

Nevertheless, SC continues to be appealed to dispose cases related to violations and pollution due to its apex credibility and mechanism as also special leave petition.

Its performance in bringing qualitative changes in Environment is a mixed bag:

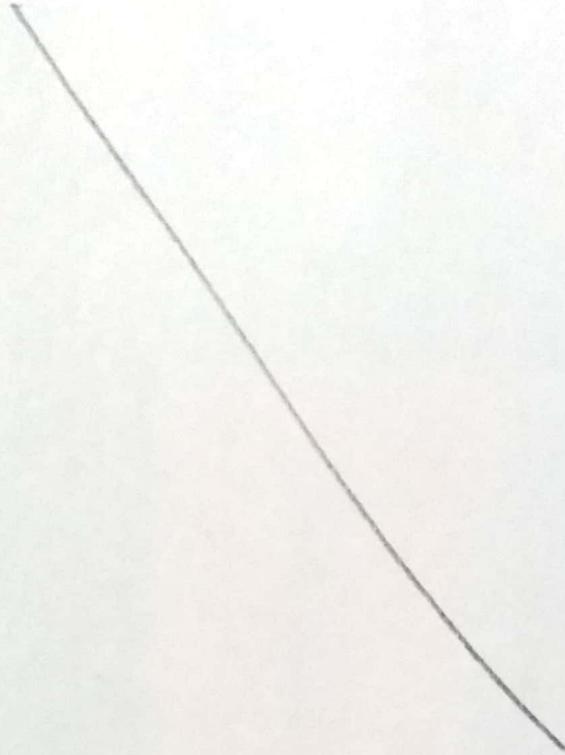1) Preventing wetland conversion to other activities promoted conservation.

Remarks

2) Enforcing precautionary principle has ensured that due care is taken before undertaking industrial or dvpt activity.

3) Polluter pays principle has been used to impose fines and penalties and use money for Envt benefit elsewhere

But NGT has been questioned on many counts:

1) Its like a post mostern approach to ask polluter to pay as damage to Environment is done.

2) Suo motu powers do not exist with green bench

3) Piling up of cases has reached high backlog questioning speedy justice delivery.

4) Eg in recent Delhi incident, NGT came late with guidelines when emergency situation had reached.

5) Case in Yamuna bank world culture event remains unresolved and damage already done.

Remarks

Q20. The failure of FMC shows that the regulatory environment in India, suffers from many weaknesses and would require key reforms. Discuss.

(12.5 Marks)

Remarks