



**An Institute for Civil Services**

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**RANK - 18**

**PUBLIC ADMINISTRATION**

# PUBLIC ADMINISTRATION

MOCK TEST - 2

TEST - 09



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DATE - 26<sup>th</sup> August

EMAIL -

*[Signature]*

27/ Aug/ 2018

— Summarise and illustrate vital components  
of the structure

— Persuasion of arguments has to be corroborated  
with case studies and examples.

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- ① Article 32 has been hailed as the soul of constitution by Dr BR Ambedkar. It makes constitutional remedies a fundamental right in itself. Thereby, strengthening the enforceability of fundamental rights.

~~Redress~~ Redressal of personal or public grievances is the edifice based upon which citizenry could be protected against the arbitrary use of power by those in power. However, employees of the state do not enjoy such a right because:

- They're part of state and being constituents of that very organization, judicial remedy goes against the dignity of this organization.
- Such a recourse by state's employees could diminish people's faith in state's functioning.
- This might be misused by employees only to dent image of the organization.
- Recent video streaming by BSF off.
- Such a recourse could be politicized and be used for political dividends.

Don't-19 and its limitation on Civil Service

However, there should be a definite mechanism enabling judicial remedy for states' employees such as:

- Independent inquiry committee
- effective conflict resolution mechanism eg: Whitley councils

Special ombudsman or grievance redressal mechanism

b) Central secretariat services (CSS) are one of the most important services for senior level governance.

These are consisted of senior administrative heads of ministries and departments. The major functions include:

- designing policies on the basis of received inputs
- ensuring inter ministerial synergy and collaboration
- oversee implementation of policies
- evaluate outcomes of policies and use them for as feedbacks for policies

Exhaustive and context based analysis is needed.

CSS is thus the core functioning service of the governance.

c) Results Framework document is the agreement signed between the ministers and civil servants. It contains following:

- > targets to be achieved
- > progress of program/policy currently functioning

It creates enabling environment for development as there is explicit mentioning of the larger scheme of objectives and targets therein to be achieved. It steers machinery towards a result oriented approach.

Since, the document underlines relationship and understanding between minister and civil servant, it ensures human resource management. It can enable personnel to gain domain based requisite skills and knowledge. Taylorism is reflected.

It is efficient, due to effective mobilization of resources. The organizational structure is also skewed to ensure the same. For eg: decentralization of necessary task to competent authority.

Since a vision and mission based document is signed, legal accountability can be ensured. Objective

list and  
discuss  
prerequisites  
for  
development  
RFD

③

delineation of targets further responsibility of + administrator concerned.

(4)

Again, due to open agreement, the tasks, planning and implementation remains transparent. People know of what to expect from a particular policy. This also ensures the personnel responsible to deliver services uphold impeccable integrity. Ethical governance thus becomes one of the hallmarks of such a document.

d.) Informational economy is the one where transmission of information becomes key in decision making.

For eg: information about enrollment in EPF schemes can give fair data about people in formal sector. It gives governments an evidence based policy making.

ICT is all about integration of technology in information, effective communication.

It has immensely contributed to information economy.



The ability of ICT depends on:

(5)

• Contingency theory in organizations

- Weberian bureaucracy is inimical to adapt new changes / circumstances.
- However, organizations must be able to adapt to changing circumstances.

- eg: adoption of "open Data" by government

• To utilize the availability of information, there must be synergy between:

- different organizations
- different departments within organization
- across hierarchical level

Thus, networked organizations are able to leverage availability of data.

eg: for policy / decision to be made in regard to accurate formal employment data from NSSO survey, labour bureau statistics, EPF data, GST / Taxation related data, etc. will be required to make

best use of all the information; there must be adequate convergence in their approaches.

2/2

c) Finance is the bloodline of any organization.

⑥

Kautilya, through his treatise, ARTHASHASTRA had very well impinged about importance of managing government revenue and expenditure.

The government's major share of revenue is taxpayers' money. Taxes are the source of two way accountability (as highlighted by Economic survey). The people pay tax only when they feel that it is rightly appropriated.

Management, collection, appropriation of government finances is thus a very important aspect of healthy fiscal condition of government. They play important role in guarding public purse. For eg: CAG is hailed as a bulwark of this public purse.

Integrity of all those concerned with government finances is of paramount importance. It ensures that funds are not misappropriated. There is a transparency regarding their utilization and accountability for their utilization.

Abul Fazal's  
remark

1/2



③

a) Gandhian approach of decentralization is very well enshrined in directive principles of state policy. The approach aims at empowering the villages as self republics.

The <sup>73rd and 74th</sup> constitutional amendment acts constitutionalized the third tier of governance structure in India while it brought decentralization of power, it also ensured reservation of women and backward classes. 33% of seats were thus reserved for women.

Ex. of  
gender  
empowerment

Gandhian approach in context of women reservation could be located as:

- political empowerment of women by giving them opportunity to hold leadership position in governance
- It tried to enable a level playing field. Women are at natural disadvantage owing to rigid patriarchal norms, thus reservations gave them an opportunity of self governance

⑦

It strengthened the prospect of representative democracy by transforming it into a participative democracy. (3)

It furthered the potential of masses (including women) to take proactive participation, an idea which was key to Gandhian decentralized national movement.

The idea of reservation is an encompassing of feminist demands.

Women sarpanch / members of panchayat are more likely to address the issues pertaining to women

eg: In many villages of Jharkhand, mass scale construction of household as well as community toilets have been undertaken

Efforts are being taken in Haryana to address rising incidents of sexual violence against women

A study has also showed that villages with women as key position in Panchayat have better developed scenario for SC/ST hamlets

Survey  
data based  
more can  
grow

- Political as well as social empowerment, key feminist demands are also being realized.

⑨

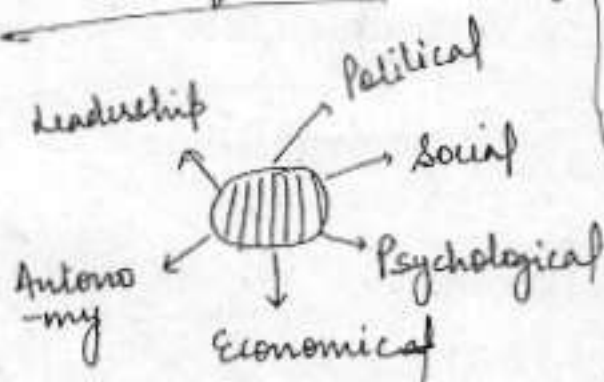
However there are certain challenges which are offsetting feminist demands such as:

1. Proxy men leading
2. Lack of administrative skills
3. Political interference

The government in order to acomodate the feminist demands, has initiated several steps such as:

1. Training programme for women in panchayat
2. Mobilizing self help groups  
eg: Kudumbashree of Kerala

Thus, multifaceted demands are acomodated within scheme of reservations:



Summese

'Sarvodaya model'

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Start your answer with basis of Gandhian approach of decentralization

b) Alliances are forging of political majorities by different political parties. These are of two types :

1. Pre poll alliance : formed prior to elections
2. Post poll alliance : forged after elections, based upon electoral outcomes.

Recently in assembly elections of Karnataka, the two political parties, who were rivals prior to polls, forged a post poll alliance to ~~defeat~~ defeat single largest political party. The resultant alliance could easily ensure requisite 'arithmetic' to form govt coalition government. Nevertheless, the two parties have contrasting ideologies and poor convergence affecting their 'chemistry'.

Emphasis needed

In multi party democracies, the intensity of competition is ~~not~~ palpably high. In country such as India there are more than 1000 political parties, each representing different sets of views. Although it is easy to forge alliance for gaining victory, the government thus formed lacked synergy.



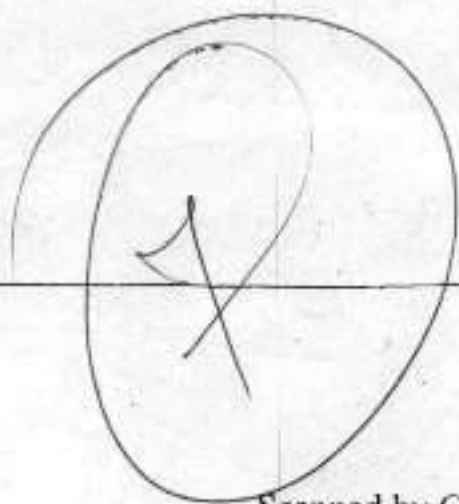
⑪  
This weak coalition leads to high instability in the government. The period between 1996-1998, Indians saw nearly 84 prime ministers. The conflicting ideologies of the political parties could not ensure stability of government.

Recent elections have surely led to a post poll alliance gaining majority on floor of the house, but the fissures in parties' functioning have been becoming glaring.

Arithmetics in politics can only enable an entry into the legislative and executive structures. However, to ensure the functioning, convergence, integration (MP Follet) is required. Fear of fall of government becomes the sole prerogative of governments such formed.

Alliances work only among political parties of similar thought process, goals and objectives.

Impact assessment  
has to be done on  
various forms of  
democratic system





Q5

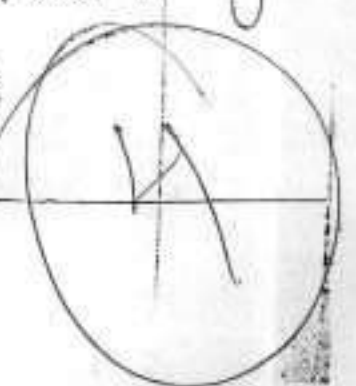
a) Group of Ministers was an informal structure of executive decision making. It ensured ministers other than cabinet ministers (or even sometimes cabinet ministers) to discuss upon special topics / fields to aid decision making. Issues of latest concerns were effectively deliberated through this platform. Scrapping of the same have reduced quality of decision making:

1. reduced additional, targetted discussions
2. enhanced burden upon the cabinet to oversee almost all issues
3. reduced scope of additional views, perspectives
4. Impacted upon participative management.

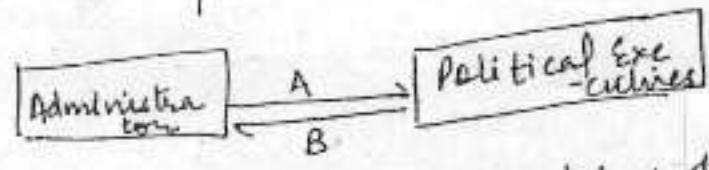
Ministers other than cabinet, rarely have opportunity to elicit their opinions / suggestions?

e-GOM could ensure leverage of ICT to enhance quality of decision making. Thus scrapping the two has rendered reduced quality of executive decisions

Give examples and Case Studies



b.) In modern democracies, political executives and administrators share a dynamic interdependence. Wilson, Weber have underlined the necessity of political-administrative dichotomy. However also, Weber has suggested idea of balanced two polity



A → meritorious suggestions for policy making  
B → guide for implementation

However, there is presence of only unbalanced polity:

- Administrators are not politically neutral. They have biased political perspectives. This biasedness affect the process of policy making.
- Since politicians are completely dependent on administrators as they are professional politicians and amateur administrators. This complete reliance, gives administrators huge powers to let their political callings affect their suggestions.

↳ Analyze Weberian rationality

- Critical perspective of dichotomy

Politicians in return believe into competence of administrators.

(14)

Thus there is an unbalanced polity where dichotomy between administrators and politicians is only a namesake phenomena.

c) Accountability is responsibility coupled with answerability. It is an important aspect in an organization which ensures:

- ethical functioning
- Appropriate allocation of resources

However it does not only depend upon the provider of services. It also incorporate citizen's responsibility and conduct to ensure effectiveness.

- As economic survey (2017-18) has highlighted, 'tax' is a two way accountability. However, if citizens do not fulfill their obligation/duty of paying taxes, government cannot ensure allocation of its revenues in accountable manner.
- Accountability is factor of both 'demand and supply' factors. Government will not be accountable unless citizens demand for it.

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Citizen need to be responsible and must support government. Anti-government sentiments disrupts the imperatives of accountability

Quals relevant & appropriate examples in elicitation.  
eg: government is unaccountable for putting army in a state because the people are in revolutionary frenzy.  
Similarly mob justice & mob lynching are irresponsible citizen conduct.

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d.) B.R. Ambedkar remarked that 'good' or 'bad' constitutions are decided by people who run them.

It applies to the ones who are supposed to receive them as well. the same goes so far politics as well.

No matter how efficient political system is, if citizenry is not an active agent in strengthening outcomes of politics; it won't be a good politics.

For eg: the rising separatist tendencies have tended a state and its citizenry turn so antagonistic to state government, that no amount of good politics could alter that.



Similarly 'good politics' is as such as aiming for women empowerment, upliftment of back-ward, support to disabled etc. can fructify only when there is change in citizenry's attitude. For eg: There has been no high incidences of crimes against dalits despite prevention of atrocities act.

Swachha Bharat Abhiyan, a janandolan has achieved success only because of mass participation. Its entire fate is dependent upon people's behaviour and attitude.

Thus, to ensure good politics, attitude of citizenry remains key.

- e) Judicial accountability impinges upon public responsiveness of judicial process. It is a democratic necessity because:
- Judiciary is the 'harbinger' for people's right. Safeguarding fundamental rights has, made a fundamental right itself. An institution so crucial for protection of people, should be accountable to it.



• Accountability of judiciary goes well with the argument of equality among all organs of state

• In a democracy, people should be aware of how the process / structure of justice delivery functions. Recent press conference by senior most judges of the apex court is the offshoot of lack of accountability.

Judicial accountability would uphold institutional legitimacy. Overturning all initiatives to let be held accountable such as :-  
- declaring National Judicial Appointment Commission (NJAC) Act null and void

- refusal to be recognized under RTI

has only raised people's suspicion about legitimacy of this institution.

Accountability, ensured via

- > e-case management
- > live proceedings

> compliance of SC rules with provisions of RTI

could restore judiciary's democratic standing.

- aspects related to institutional legitimacy

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⑥ Disaster management is about 3 processes:

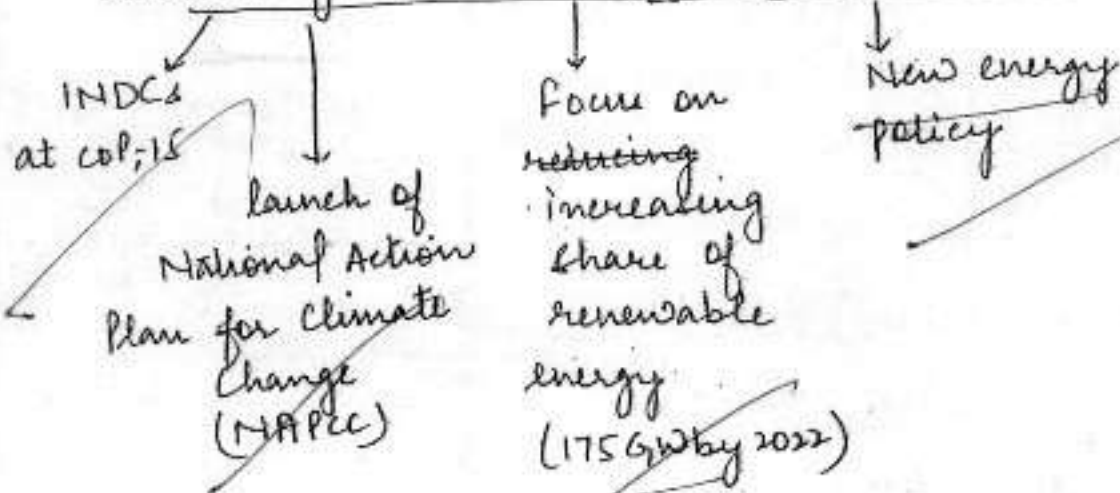
1. Prevention
2. Rehabilitation
3. Rebuilding

If adequate measures are taken at prevention stage, a huge loss of life, livelihood could be protected.

India's active participation in Sundai Framework to ensure disaster resilience highlights commitments towards larger goal of preventing disaster.

This resilience, is being built by upgrading development to sustainable development. Efforts at ensuring disaster management mitigation a part of this sustainable development are as follows:

• Combating climate change to avert disasters

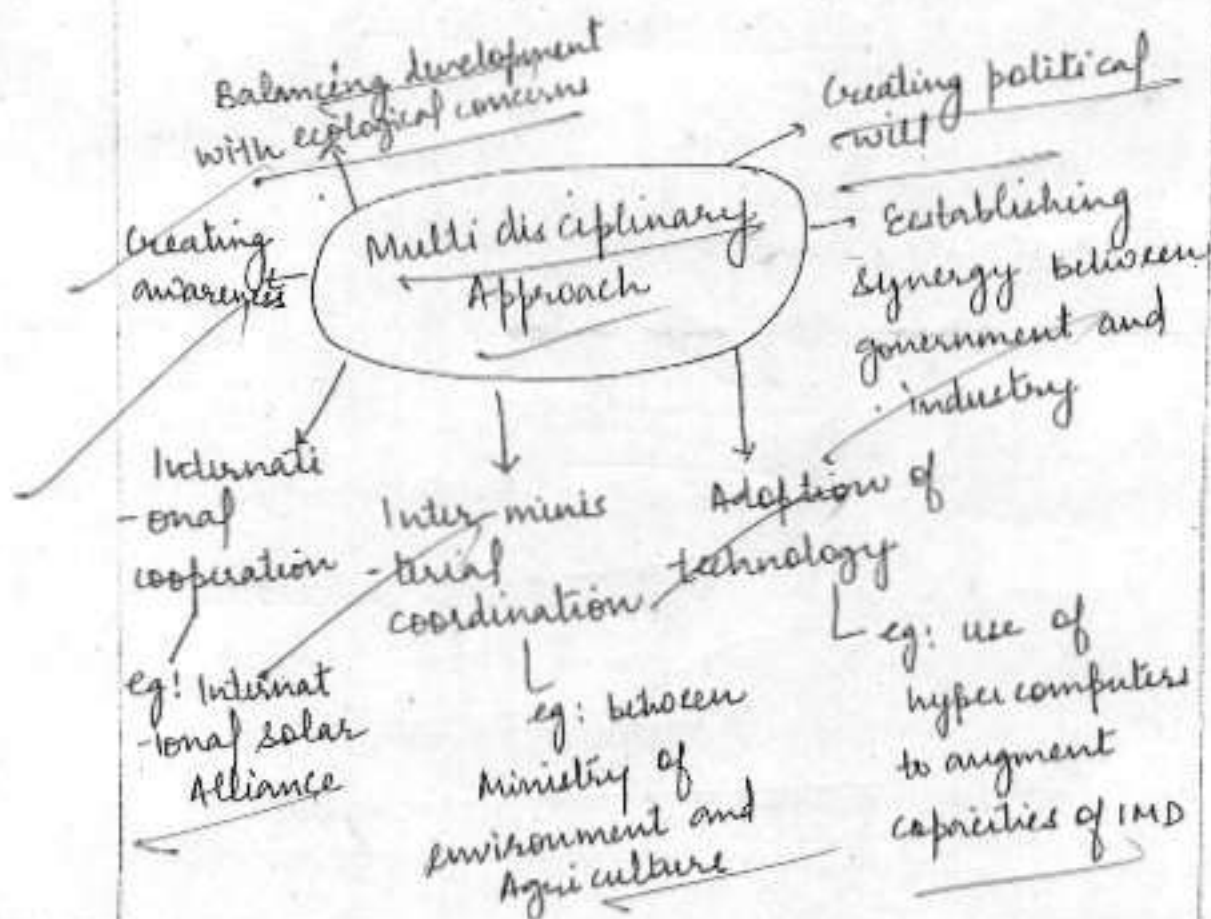


discuss statutory provisions and decentralized policies in Disaster management

• Designing building codes to make them resilient

• Climate smart agriculture

Mitigation cannot occur in silos. Multi-dimensional approach needs to be followed.



The reason of excessive focus on mitigation emanates from concerns of huge expenditure on rehabilitation and relief. Mitigation is more cost effective, for it prevents / reduces the damage caused.

- It also reduce impacts on fiscal consolidation
- Mitigation also reduces post traumatic disorders, health issues, educational break etc.
- Pre emptive and proactive resilience surely enable the governments to reduce fatalities, refugees, property and infrastructure damage.

In order to enhance mitigation capacities of the government, 2nd ARC in report, 'Crisis Management' gives suggestions:

1. Setting up separate cell / ministry for disaster management

World Bank gives following recommendations:

1. Setting aside budgetary allocations to Builds mitigation capability
2. Issue innovative financial instruments

Last but not the least, efforts at addressing climate change have become of utmost necessity to enhance mitigation.

Proactive rather than reactive approach

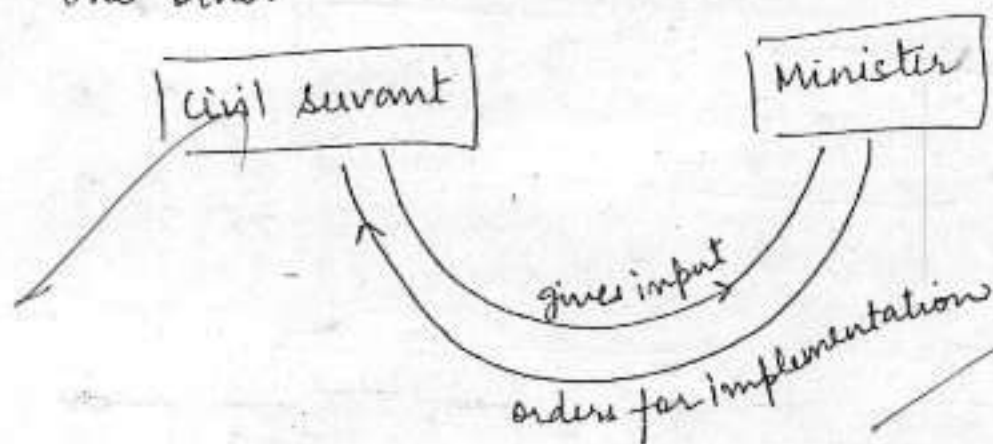
Creation / concept of smart cities and sponge cities

12 1/2



b.) Indian bureaucracy is designed on lines of politics-administrative dichotomy, with clear domains of the two.

The two, nonetheless remain interdependent on one other.



The changing nature of relationship:

- In post liberalization era, the role of government has transformed from being regulator to facilitator. Red Taping of civil servants are not required any more. PM's relentless focus on - Minimum govern-ment, maximum governance has reduced clout of administrators.
- Decline of respect of office of civil servant by minister. eg: Delhi's ministers' assault on the chief secretary.

Constitutional provisions?



- Degrees of nexus or collusions, also invol-ving big industrialists / business men  
eg: during coal scam

(22)

- Favouritism / Personal affinity  
eg: appointment of an IPS officer for crucial post despite his superannuation

Identify areas of conflict.

Politically motivated appointments at higher hierarchical level.

eg: NSA, who was reinstated in 2004 by then government was reinstated by new government in 2014.

Increasing ~~prominence~~ prominence of principal secretary over cabinet secretary, because of former's closeness with the cabinet ministers

Analysis is to be methodological

The nature of this dynamic remains dependent on political bending of civil servant <sup>more</sup> rather than his competence.

Incorporate case studies



(8)

(23)

a.) Civil services play an important role in administration. They give feedbacks and inputs to government, implement policies and review their outcomes.

However, with changing scenarios, their role is changing as well:

1. Emergence of New Public Management & there is decline of state's monopoly. Civil servants are expected to compete with other stake holders to remain relevant.
2. Adoption of technology has also reduced necessity of civil servants at all levels of service delivery.  
eg: GSTN reduced human interface.
3. Era of liberalization and privatization has led to reduced importance of PSUs, ~~thus~~ causing disinvestments etc.
4. Need to provide facilitative ecosystems rather than acting as red tapist.
5. Citizenry centric administration

— Neo-liberalism  
movements  
and sustainable  
development

6. Act as friend, philosopher and guide to local democratic governments.

(24)

7. Ensure coordination and convergence among all emerging service providers such as private sector, CSOs etc.

Civil servants even in new location, need to ensure "constitutionalism"

b.) Civil service neutrality, described by Weber could be of two types - value neutrality  
political

Neutrality is desired

- Civil servants are instruments to implement policies on basis of rules and regulations
- Value loaded judgements will make them 'parochial' and loyal to sectarian interests
- Politically influenced judgements can't ensure smooth democracy with continuity in administration

It is not desired

(28)

• Neutrality can't be expected from human beings

• Values such as empathy, integrity, compassion are quintessential for civil services

• Political assessments are ~~desider~~ desired as it can prevent them from subscribing to unhealthy demands by political executives

Public policy is an instrument of ensuring socio-economic development. Neutrality needs to be balanced with essential values to bring inclusive development.

c) NITI Aayog is the replacement to erstwhile planning commission. PC was based on hierarchy between centre and state. It was not a structure to ensure participation of states. There was a centralized planning system where 5 year plans were imposed on the states.



NITI Aayog on the other hand, tried to forge cooperative federalism. The institute constitute members from all state (Chief ministers). There are no centralized plannings, but instead, short term, medium term and long term vision documents.

It conducts <sup>studies</sup> and comes out with several indices to rank states. These indices then in turn generate competition and improve states' performance.

Eg: SATH-E or SATH-H programme to improve education and health.

Thus, NITI Aayog forges cooperation and competitiveness among states.

d) Parliamentary privileges are set of specific immunities enjoyed by individual members of the parliament, as well as collectively by the houses.

DRP's realization of 'principle of subsidiarity'

4/2

These are necessary because:

(27)

1. Protects from undue interference
2. Smooth functioning
3. Independent functioning
4. Freedom to members to express their opinions freely.

However, these privileges are evil because:

1. Undue immunities
2. Disrupts Tenet of equality (Article - 14)
3. ~~only applies within house~~
3. Misused by members

Legs recently 2 MLAs wanted  
action against journalist for  
reporting about house

4. Not clearly laid, ambiguity promotes arbitrariness.

Art. 105, 194.

— More value  
subjectivity is based  
desired in  
analysis

— discuss  
in details  
Parliamentary  
privileges

e.) Parliamentary Audit committee is one of the economic parliamentary committees. It reviews reports on government's expenditure, enables parliament to hold government accountable. It should have primary jurisdiction over CAG reports.

- CAG reports are first sent to government and then parliament. It leads to manipulation of original findings
- CAG reports are crucial to hold government accountable
- to protect public purse, evaluate tax payers' money.

PAC and CAGs should be able to examine reports on PPP:-

- currently audits of PPP are not under CAG review
- PPP involves substantial investment of government funds
- Cases of conflict of interests, crony capitalism,

- There are high concentration of NPAs of PPP in public sector banks. (29)

Examination of reports of NGOs are necessary because:

- Increasing role of NGOs in governance.
- Receive foreign funds, philanthropic fund etc.
- No periodic financials are prepared
- Money could be used for funding anti state activities

Recent cancellation of licences of several NGOs, further testifies to this need.

Reason 2

