GS SCORE
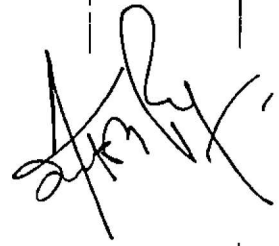
(90)

PUBLIC ADMINISTRATION

Time Allowed: 3 hrs.   Max. Marks: 250

Instructions to Candidate

- There are **EIGHT** question 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 __YASHWANT MEENA__

Mobile No._____

1. Invigilator's Signature _____   Date _____

2. Invigilator's Signature _____   Signature _____

REMARKS

SECTION-A

1. Comment on the following into 150 words: (10 × 5 = 50)

   (a) Autonomy in the PSEs is a misnomer. Political agendas/ Ministers control the strings. Comment.

   (b) Civil Service Law is the need of the hour to better organise the Civil Services. Comment.

   (c) Ordinance making by the Executive should be appropriately restrained. Comment.

   (d) Comment on the impact of the Political culture of India on its Administration.

   (e) The Indian Administration of today is the resultant sum of Kautilyan, Weberian and Gandhian Influences. Comment.

a) Political interference in PSU functioning is a major cause for poor performance.

Autonomy is needed in PSU To ensure

i) Fast decision making

ii) Competetion

iii) Innovation & risk-taking capability (like _ISRO Mangal Mission_).

Answer Conceptual (5)

However autonomy exist only on paper.

c) Appointment of ex-_bureaucrats_ in _Board_ of directors.

ii) Administered pricing mechanism

iii) Control over investment decisions e.g. ONGC buying HPCL

Remarks

Thus, in reality, political agendas control PSUs. Especially in disinvestment-process every year, LTC Buys governments stakes through creative accounting. | Good

However, in recent years many reform have been taken to promote autonomy like revamped MOU/scheme, Maharatna, Navratna & Miniratna status., etc.

PSUs should be made more autonomous, while making them more accountable at the same time.

b) A healthy functioning _relation_ between ministers and civil servants is the need of good governance.

miswater Tu preef qth context - cover overall aspect of CS

At present, civil services, and their relations to ministers are guided under multiple acts like _Code_ of _Conduct_ _Rules_, 1954, _AIS_ _rules_, etc.

Moreover, ministers use public personnel management as disciplinary measures like postings, _promotion_ & _transfers_.   ③

Also, there are issues in governance redressal regarding pay, salaries and conditions of services in civil services.

To overcome above issues, and ARC has recommended a civil Services law, dealing with

1) Conditions of Service
2) Entire personnel administration
3) Disciplinary matters after replacing A. 310 & 311
4) Civil services code of Ethics
5) Civil Service Authority.

this, by bringing uniformity and reducing scope for political interference, civil Services law would better organise civil services.

c) The ordinance making power of both President and Governor has been criticised in recent times.

A.123 & A.213 under constitution empower President & Governor resp. to issue ordinance when legislature is not in session. However, it is not a regular power, and should be used exceptionally. Wate carefully

However, instances have been in past indicating misuse.

i) eg. D.C. Wadhwa case on ordinance, and more recent Krishna Kumar case of Bihar govt.

ii) In emergency period, ordinance power was highly misused.

iii) Recent - several re-promulgations of enemy property ordinance

$$\frac{violation\ of}{separation\ of\ power}$$

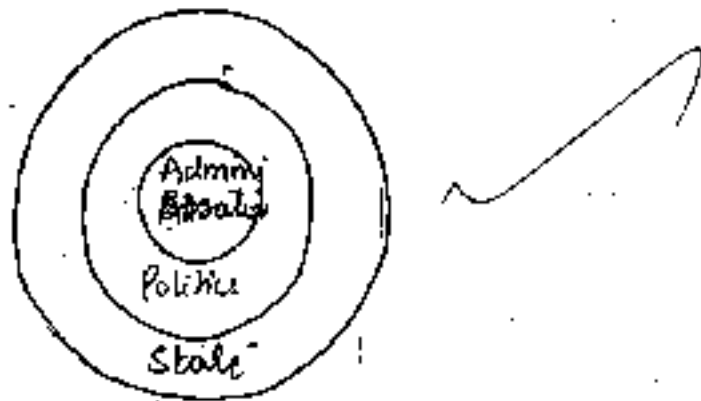violation of constitution ← **Threat** → escape route for parliamentary scrutiny through regular bill procedure
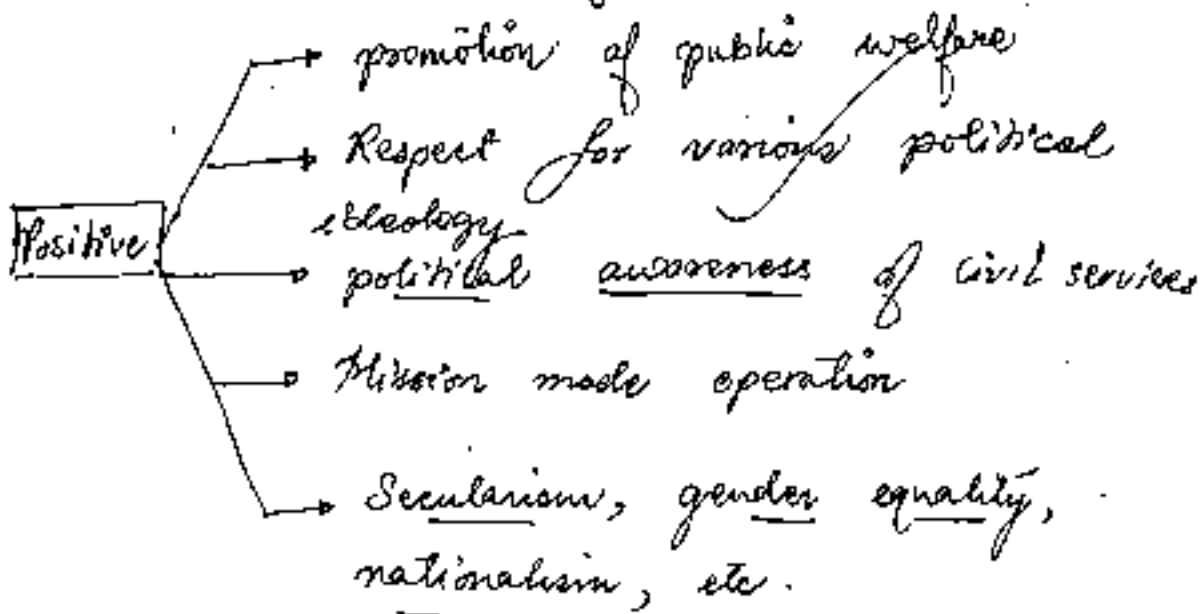
In order to restrain ordinance power, various judgements should become guidelines.

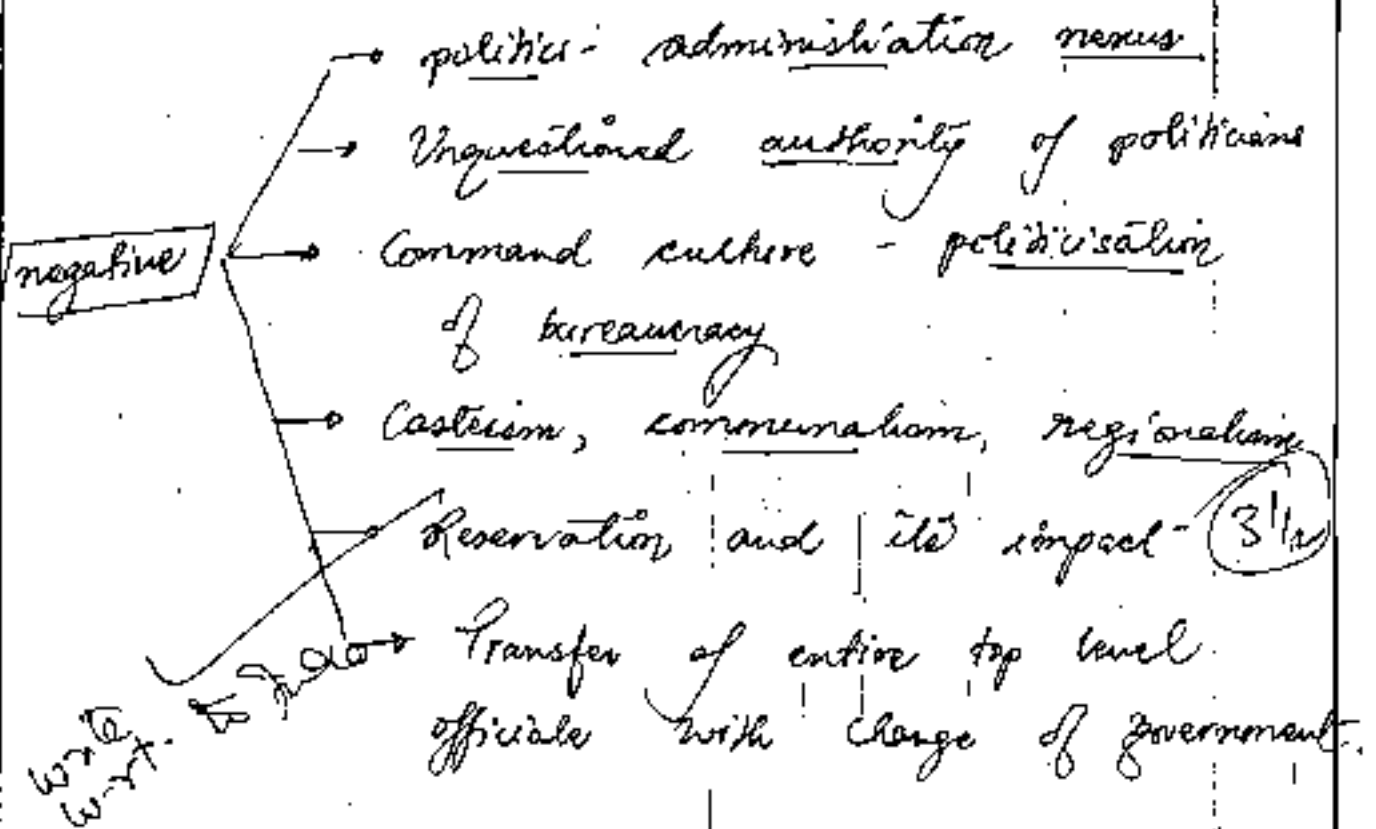Thus, only in exceptional circumstances should ordinances be used.

3½

d) Riggs prismatic-_sala_ model identifies impact of ecology on its administration.

Political _machine_ refers to political _ideology_, _values_, behaviour and _psychology_ that guides political _postures_ and _electorate_ relationship of interaction. Its impact on administration is both positive and _negative_.

Positive
- → promotion of public welfare
- → Respect for various political ideology
- → political _awareness_ of civil services
- → Mission mode operation
- → Secularism, gender equality, nationalism, etc.

→ politics- administration nexus

→ Unquestioned authority of politicians

[negative] → Command culture - politicisation of bureaucracy

→ Casteism, communalism, regionalism

→ Reservation and its impact - (3½)

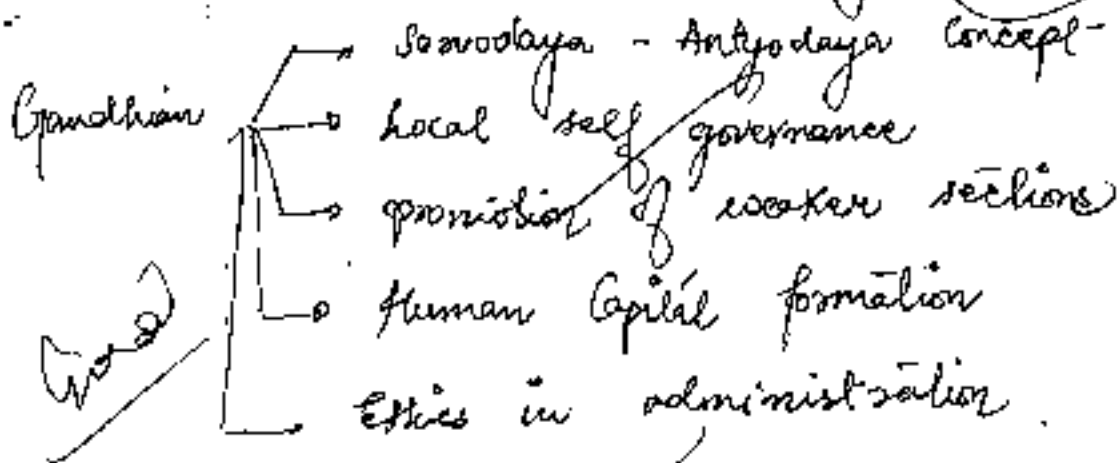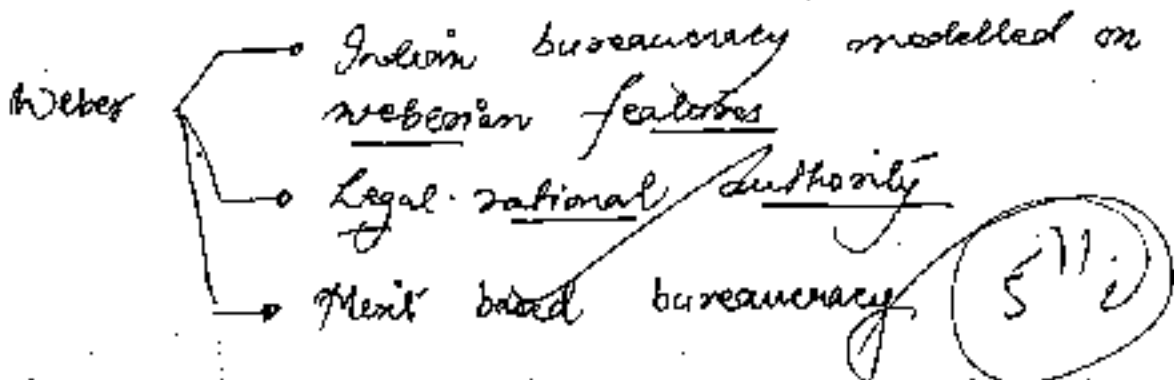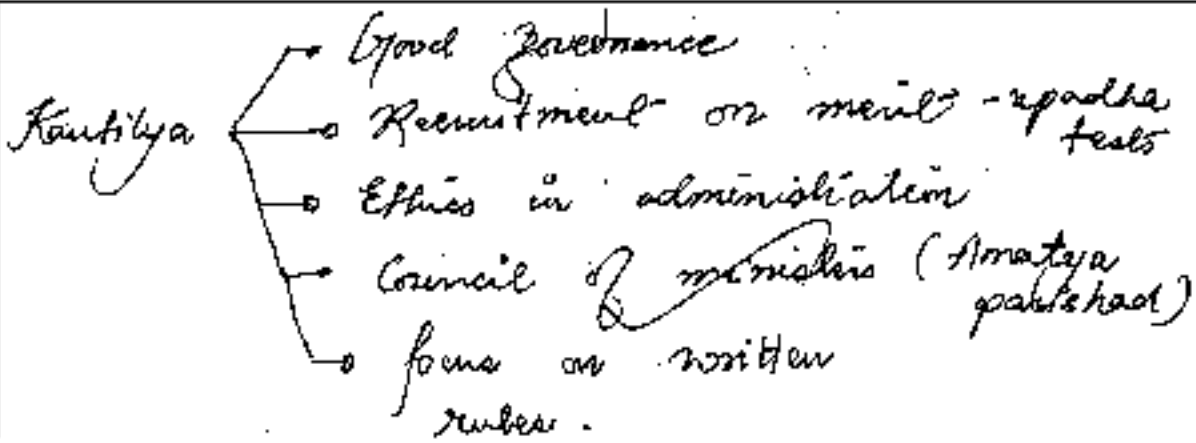w.r.t. to 2nd ARC → Transfer of entire top level officials with change of government.

Thus, political neutrality must be strengthened through code of conduct for both ministers & civil services & establishing Civil Services authority as per 2nd ARC

2) As administration evolves in a society, it always had certain historical influences e.g. colonial legacy in Indian administration

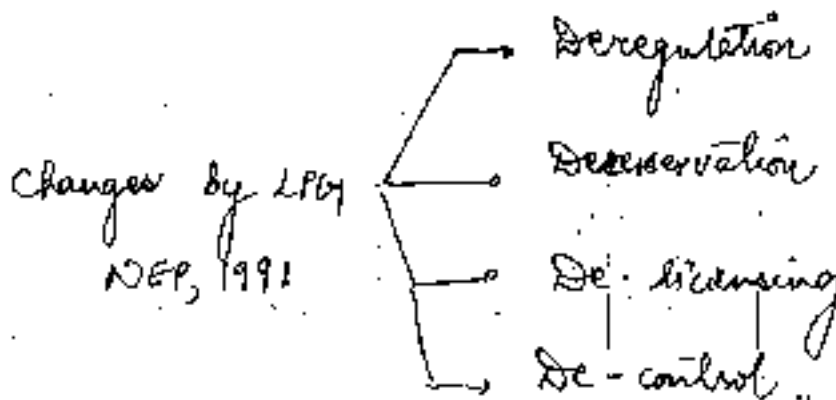Different influences on Indian administration can be summed up as:

Kautilya
- Good governance
- Recruitment on merit — upadha tests
- Ethics in administration
- Council of ministers (Amatya parishad)
- focus on written rules.

Weber
- Indian bureaucracy modelled on weberian features
- Legal-rational authority
- Merit based bureaucracy (5 11)

Gandhian
- Sarvodaya – Antyodaya concept
- Local self governance
- promotion of weaker sections
- Human Capital formation
- Ethics in administration.

Apart from these, Indian administration also has Mughal & British influence. Also, it has evolved and adapted to changes of NPM, LPG, ICA, etc.

2. Answer the following questions:

   (a) The governments rely on public sector undertakings (PSUs) to mobilize resources. In the light of post economic liberalization that took place in early nineties and its effect on PSUs in India, analyse if the government's reliance on PSUs is a right step forward in mobilizing resources. (250 Words) (20)

   (b) NITI Ayog's "strategy for new India@75" is an attempt to give new thrust to development. Critically examine. (250 Words) (20)

   (c) "Listening to the voice of citizens not just during periodic elections but on an ongoing basis is the starting point of participation of citizens in governance". Comment with example(s). (100 Words) (10)

a) PSUs have the dual objective of public welfare and resource mobilisation.

Indian PSUs like ONGC, LIC are providing government extra revenue to provide social goods like health and education. However, in LPG era, where significant increase in corporate sector, PSUs in India need a new review.

Changes by LPG NEP, 1991
- Deregulation
- Dereservation
- De-licensing
- De-control

Remarks

Impact of LPG on PSUs

Pre LPG era	post LPG era
1) Dominant in almost all sectors	Dominant in largely core sectors of energy, insurance, etc.
2) Over 100 sick PSUs	74 sick PSUs (NITI Aayog)
3) Total revenue 30,000 cr in 1991	present revenue, over 1 lakh crore
4) poor governance	Corporate governance

Thus, as PSUs in LPG era have become better, makes a strong case for using them for resource mobilisation given the <u>enterprising</u> State in <u>NPM</u> era.

However, certain issues remain in PSU sector :

1) Still many loss making, like <u>Air India</u> (debt of 58,000 crore)

2) Lack of autonomy in PSUs - bureaucratic heads, administered prices, etc.

3) Many PSUs in non-core sector like cement, Telecom, aviation, etc. Lack of content as per overly ques.

Thus, govt. can mobilise resources using PSUs, but only after certain reforms so as to make them more suitable for neo-liberal era.

(4)

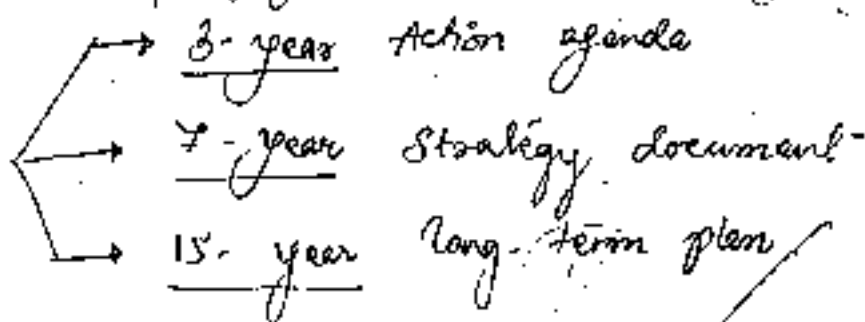In present case, govt. should disinvest sick PSUs, promote competition and opt out of non-core sectors as per 14th FC recommendations.
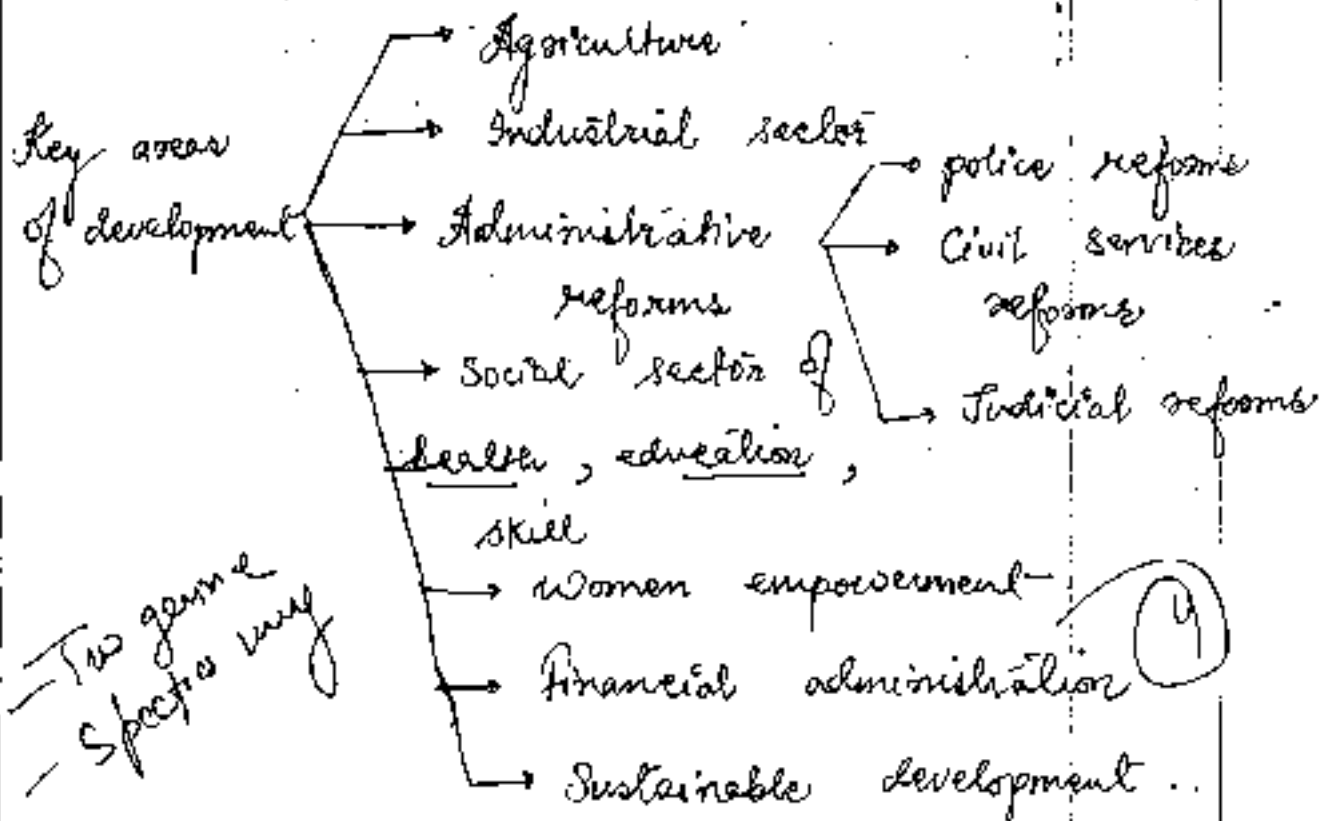
b) NITI Aayog has replaced the planning Commission as the new policy-think tank and planning body.

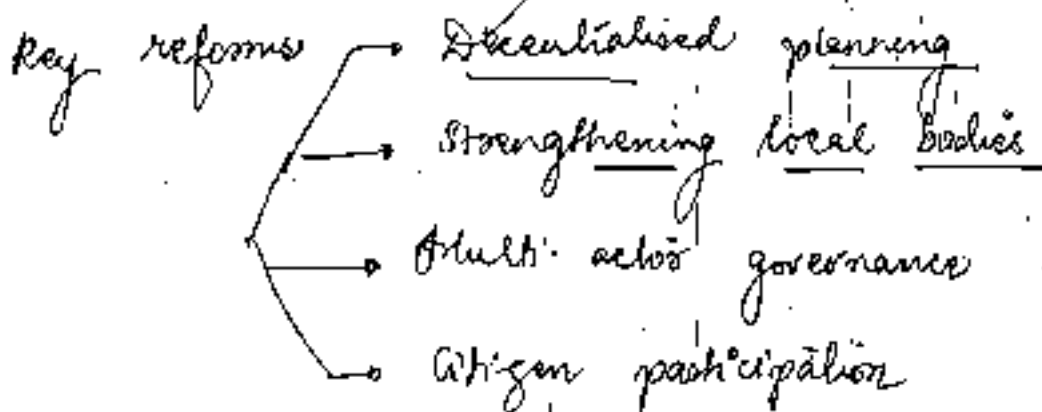With spirit of indicative planning, NITI Aayog proposed 3 key planning documents

→ 3-year Action agenda

→ 7-year Strategy document

→ 15-year Long-term plan

As India, still need rapid socio-economic development to become $ 5 trillion economy by 2024, and improve on human development front — poverty, education, health, skill development, gender equality, etc.. Thus, strategy for new India @ 75 is in sync with needs of development administration.

Key areas of development
- → Agriculture
- → Industrial sector
- → Administrative reforms
  - ○ police reforms
  - → Civil services reforms
  - → Judicial reforms
- → Social sector of health, education, skill
- → Women empowerment
- → Financial administration (4)
- → Sustainable development ..

Two genre Spectra way

Thus, this strategy is suitable for development as it focuses on Administration of development and development of administration.
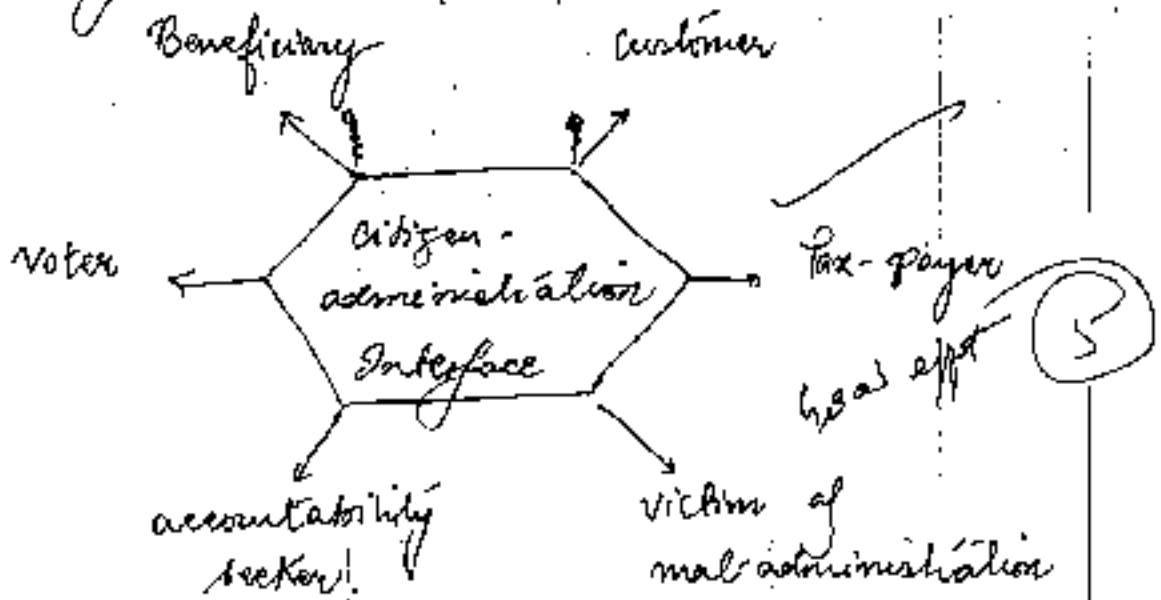
However, still this document lacks certain key reforms
- → Decentralised planning
- → Strengthening local bodies
- → Multi actor governance
- ○ Citizen participation

- Nonetheless, it is a step in right-direction, government should implement it with full support, simultaneously pushing for required reforms.

Remarks

c) Citizen participation just begins from voting process, it goes further to policy making, implementation and evaluation. (Follett deliberative democracy)

Beneficiary   Customer

Voter   Citizen-administration Interface   Tax-payer

halo effect

accountability seeker   victim of mal-administration

for example, participation in public policy formulation through agenda setting, policy impala etc. like MKSS RTI, Jan Lokpal bill, etc.

Further, people's participation in implementation, e.g. Swachh Bharat Abhiyan - Toilet construction, MNREGA - work on demand etc.

The most apart is of accountability extraction. In this regard filing RTI application,

participating in <u>social</u> <u>audits</u>, <u>Jan Sunwai</u> etc. is involved.

However, at present, situation is more traditional than in sync with good governance. Thus, government should enhance citizen participation
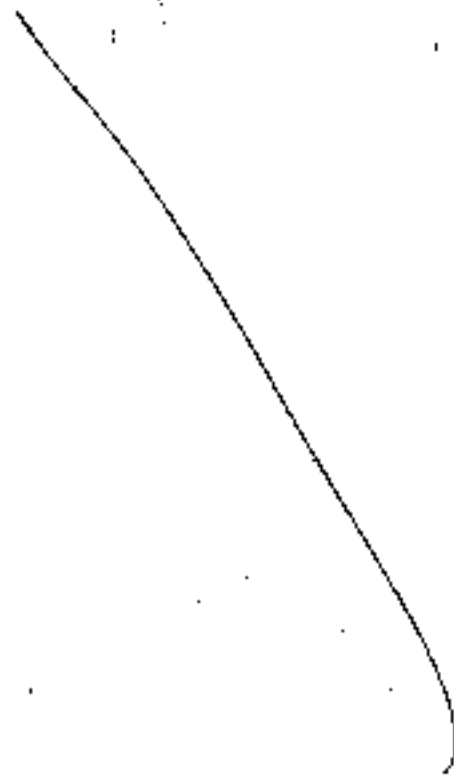
3. Answer the following questions:

(a) In the light of demand by few state governments to create Legislative Councils in their respective legislatures, critically discuss the desirability of establishing such bodies in states. Do you think there should be a national policy to deal with their establishment? Examine. (250 Words) (20)

(b) With regard to 'Fiscal federalism', the union government has chosen to spend nearly half of its fiscal stimulus through the state governments. Do you think states are administratively efficient to spend these funds prudently and productively? Critically examine. (250 Words) (20)

(c) Aspirational District Programme heralds the new era in the administration and development at district level. Explain. (100 Words) (10)
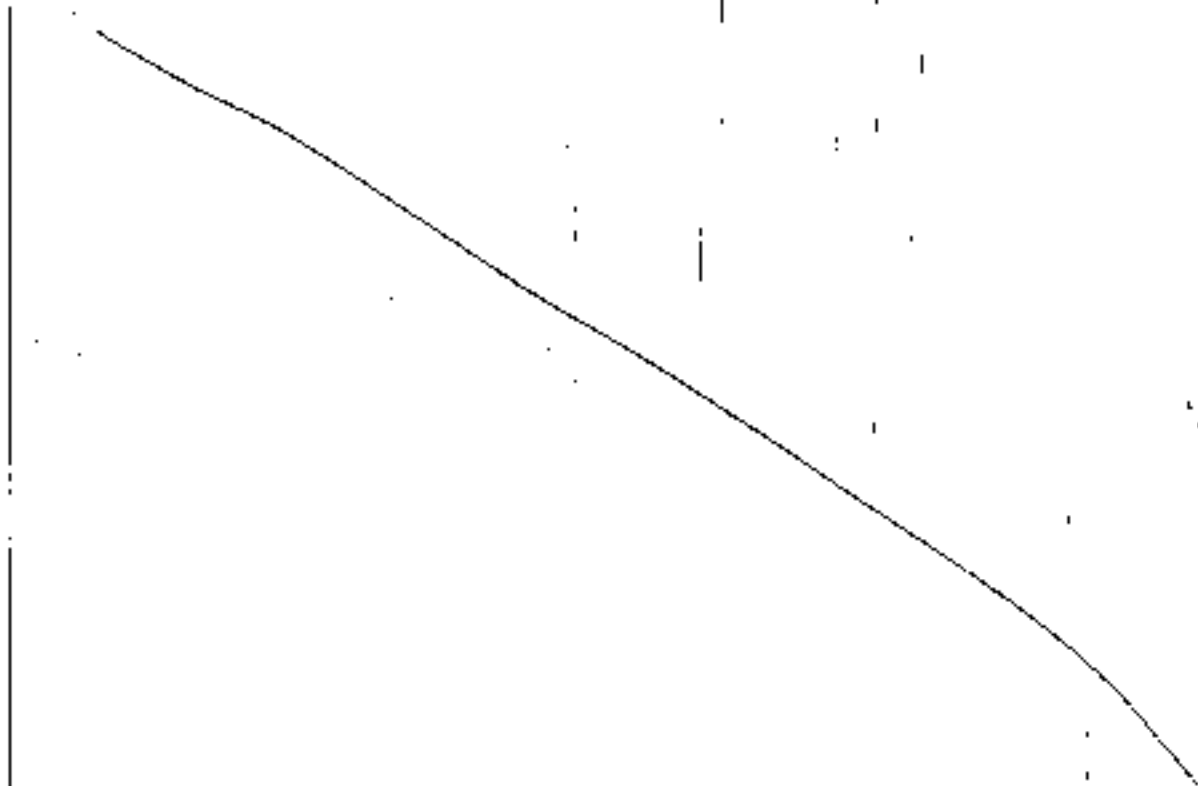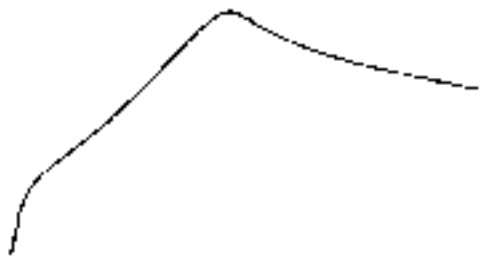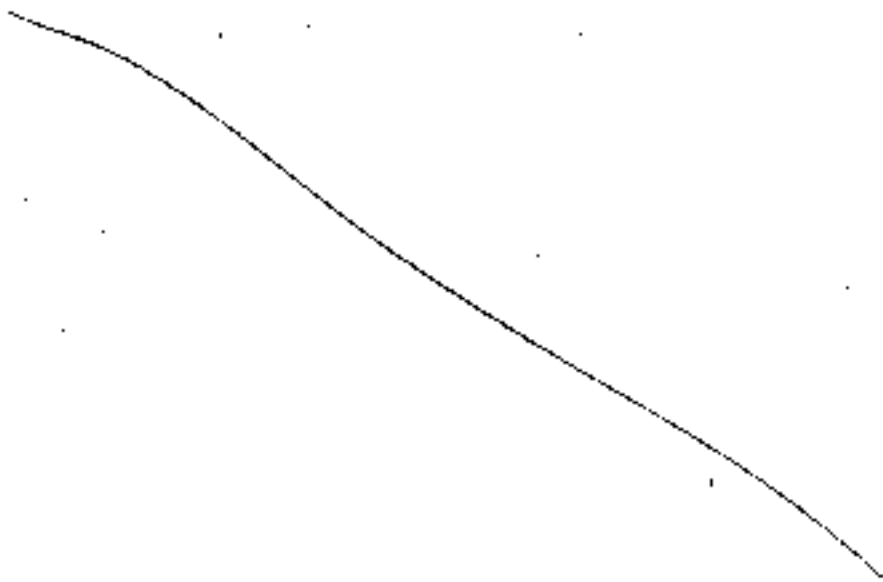
Remarks

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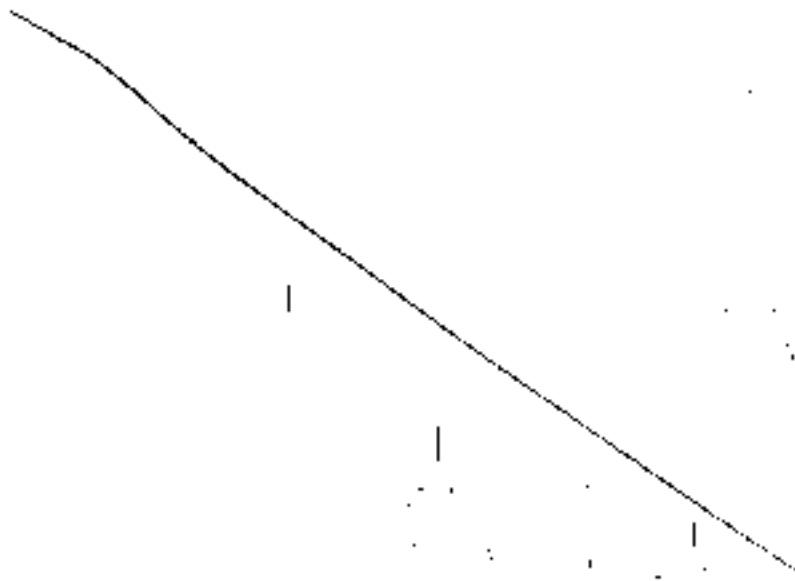
Remarks

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Remarks

Remarks

4. Answer the following questions:

(a) Small Districts (geographical area) will provide relief to the overburdened and overworked Collector. Discuss. (250 Words) (20)

(b) Both intra-governmental relations and inter-governmental relations need effective management. Examine their impact on the performance of the government. (250 Words) (20)

(c) In a paper titled 'Towards India's New Fiscal Federalism', former Finance Commission chairman Vijay Kelkar has pitched for setting up of a 'new Niti Aayog' and giving it responsibility for allocating capital and revenue grants to the states. Why was it needed? Suggest compostion and other measures which NITI Ayog 2.0 should adopt. (100 Words) (10)
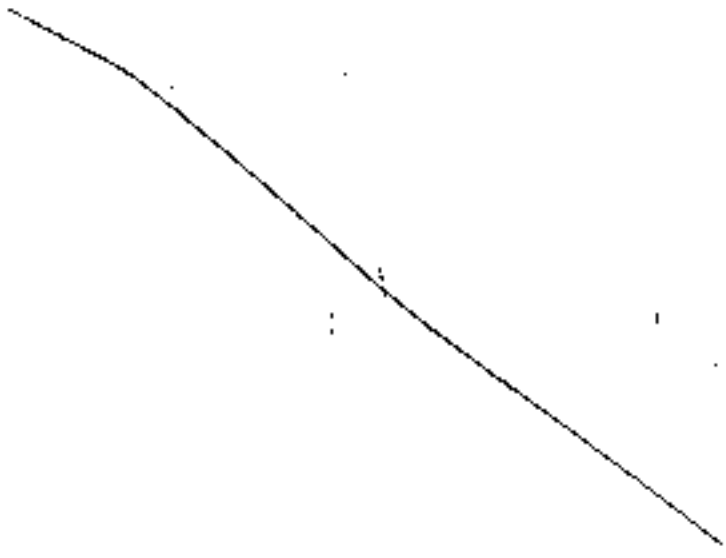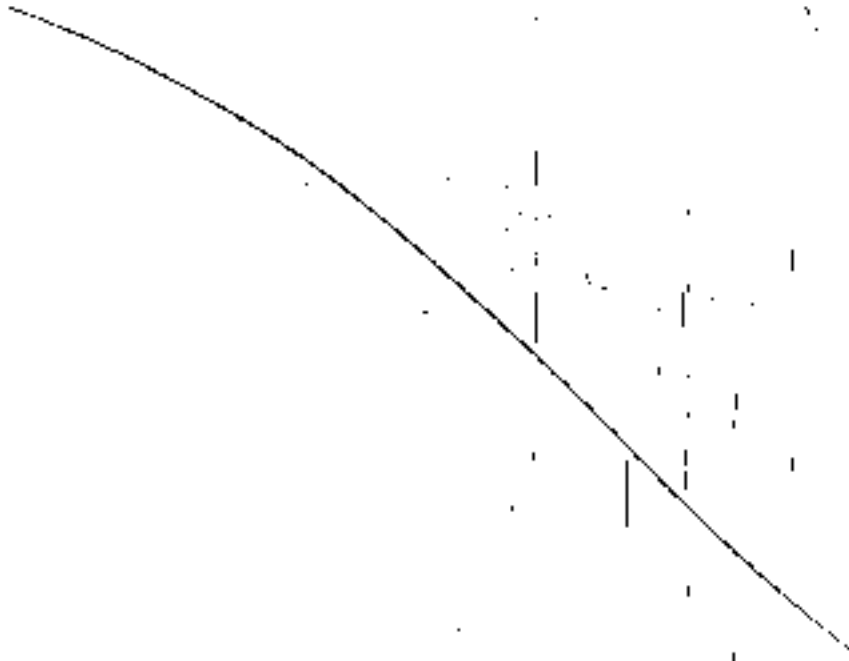
Remarks
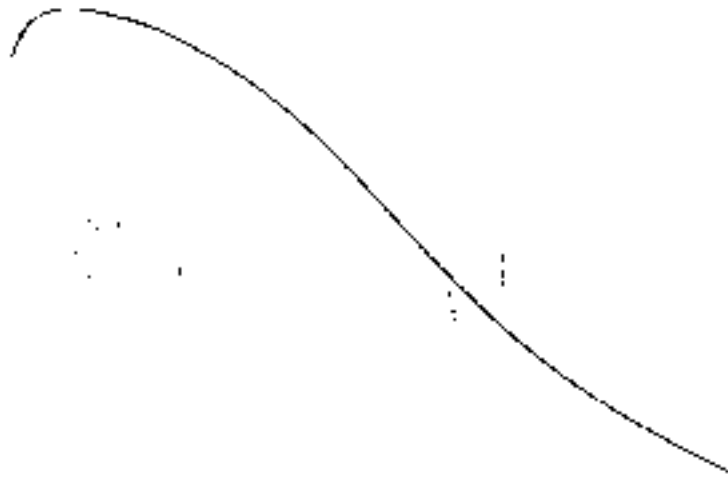
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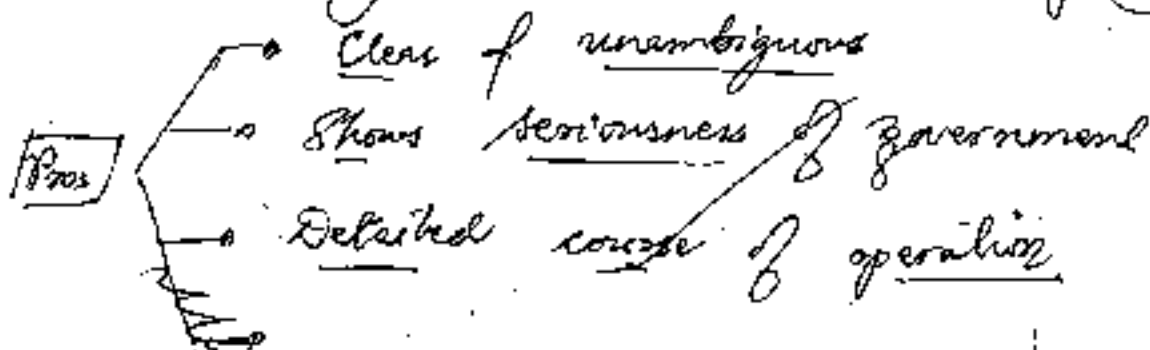Remarks

Remarks

SECTION-B

5. Comment on the following into 150 words: (10 × 5 = 50)

(a) "Integrity Pacts" can be an effective tool to promote transparency and accountability in public contracts and lead to better governance. Comment with an example.

(b) The concept of social audit is more comprehensive than that of traditional audit. Comment.

(c) Budgetary support to nationalised banks is a necessary evil in light of NPA issues and the social purpose these institutions serve. Comment while keeping 'the Indradhansh plan' in consideration.

(d) Panchayat's functions can be enhanced by use of ICT and instil efficiency, transparency and accountability. Comment.

(e) CRPF plays a critical role in law and order administration, despite it being a state subject. Comment.

Integrity should not only be upheld, but also displayed in activities of civil servants, and State.

'Integrity pacts' are are part of contracts (what do they contain) of MOUs government signs with various private players, participating in public service delivery.

Write contextually contextually ③

Pros
- Clear & unambiguous
- Shows seriousness of government
- Detailed course of operation

Remarks

[Cons] → Difficult to objectify

→ Reluctance of private players

→ poor administration & monitoring.

For example PPP projects can sign Integrity pacts with government.

Accountability & transparency should remain core concern in PPP initiatives.

b) Social audit is based on ~~horizontal~~ & diagonal <u>audit</u>, directly involving the <u>stakeholders</u>.

Unlike Traditional Audit, social audit is more <u>comprehensive</u> and real-time, given it is conducted at levels of Gram Sabha.

Traditional Audit	Social Audit
1) paper audit	process audit
2) post-facto	Real time
3) professional	people's audit
4) Efficiency & economy	Equity, empowerment & environment
5) Specialised & more genuine	non-specialised, but more understandable to public

$(3^1/_2)$

Realising this CAG has issued guidelines for Social Audit & asked <u>all</u> State <u>auditors</u> to <u>attend</u> <u>social Audit</u> to strengthen Social Audit.

---

c) Government in budget 2019-20 announced infusion of 70,000 crore to promote liquidity in PSBs.

Though given higher NPA to tune of over 10 lakh crore, and resulting slowdown in economy, budgetory support is necessary. However, given the poor governance of PSBs, such recapitalisation, may result in further more NPAs.

Moreover, it amounts to public money being used to compensate for faults of corporate sector, whereas PSB should promote public money by savings & investments.
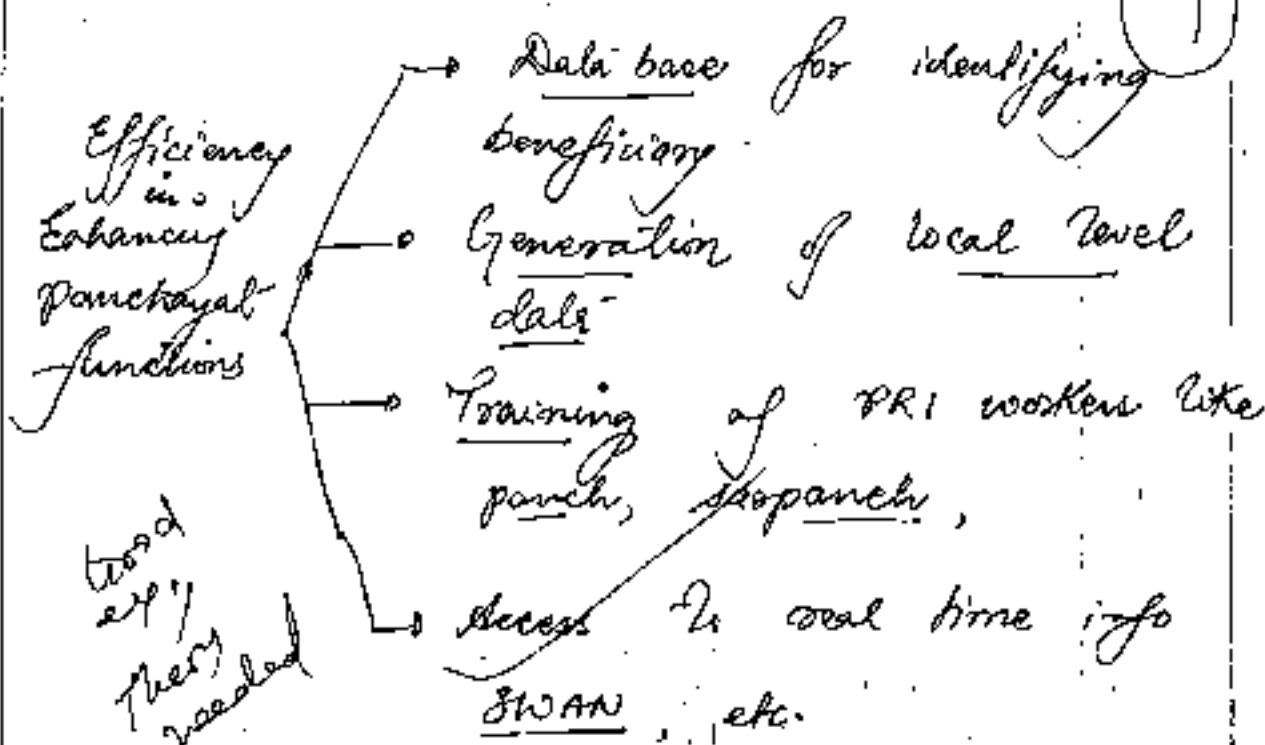
Therefore, budgetory support should be followed by governance reforms as under Indradhanush plan A to G Reforms

relating to accountability
Bank board bureau
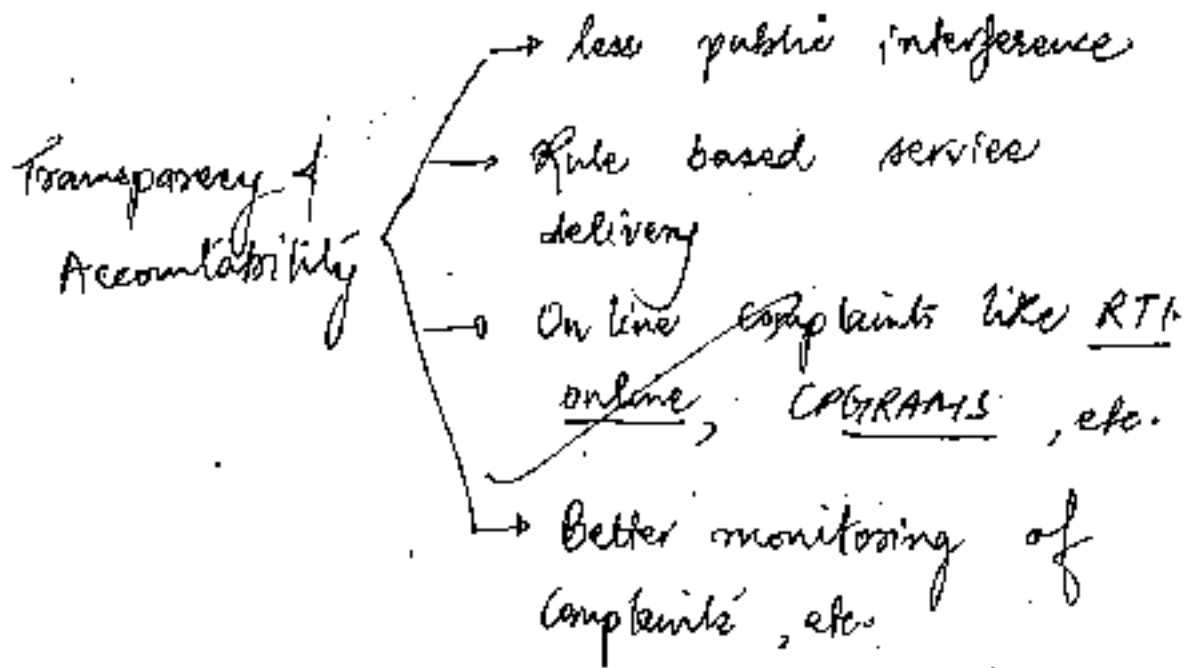Empowerment-
Financial health, etc.

(4)

These, reforms would ensure PSBs
overall performance increases.

d) E-panchayat initiative under RGSA,
seeks to realise true potential of ICT
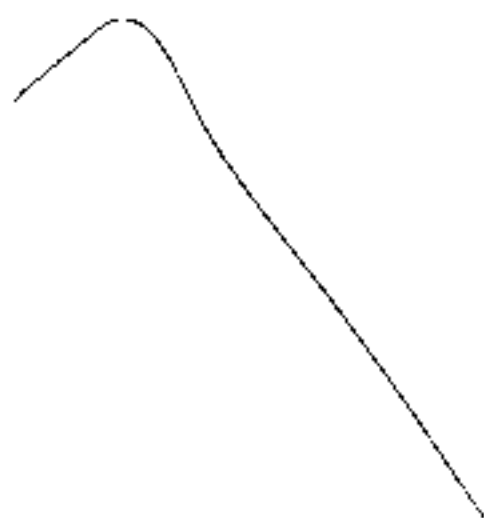at local level.

(4)

Efficiency
in
Enhancing
Panchayat
functions

→ Data base for identifying
beneficiary

◦ Generation of local level
data

→ Training of PRI workers like
panch, sarpanch,

→ Access to real time info
SWAN, etc.

broad
eff'/
they
needed

Transparency &
Accountability

→ less public interference

→ Rule based service delivery

→ On line complaints like _RTI online_, _CPGRAMS_, etc.

→ Better monitoring of complaints, etc.

for example, _Gangadevipalli_ Gram Panchayat, has demonstrated successful use of e-governance in local development like _education_, _skill development_, etc.

Remarks

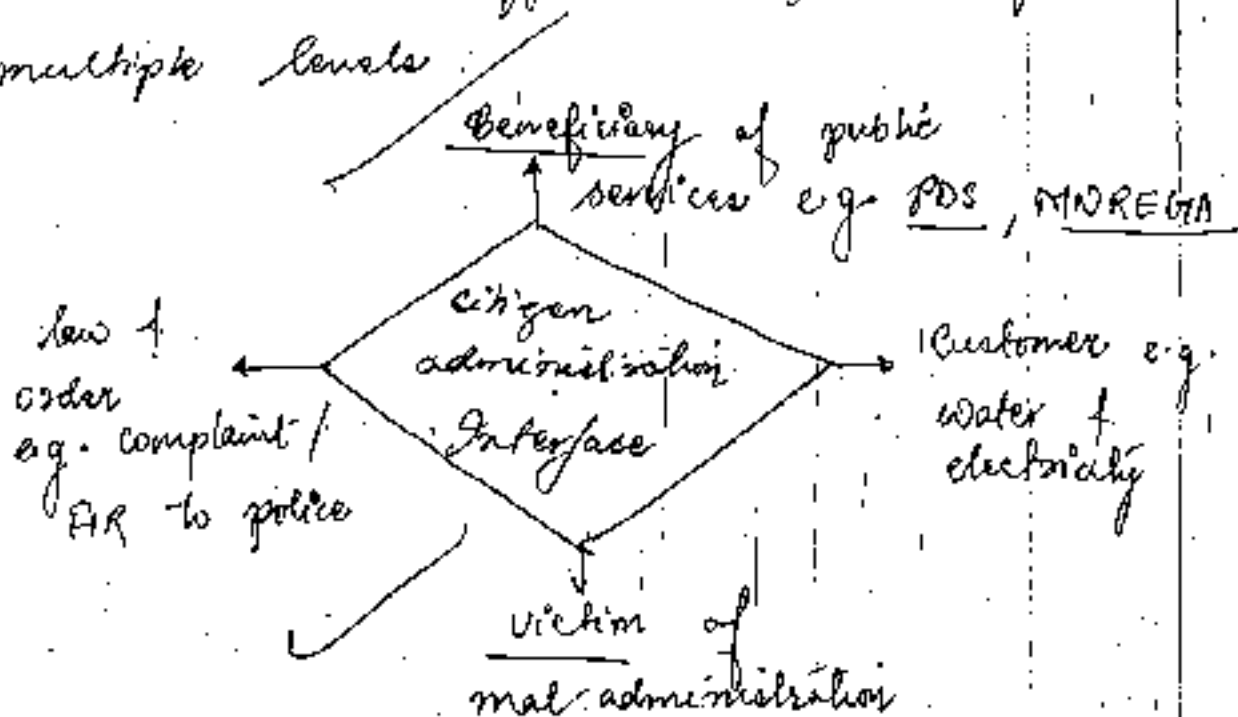-Remarks

6. Answer the following questions:

(a) Accessibility to the civil servants is an important part of the grievance redressal mechanism and a measure of administrative responsiveness. Discuss and suggest measures to improve them. (250 Words) (20)

(b) 2nd ARC identifies two seemingly contrary approaches to tackle corruption. Discuss. Also point out the factors identified by ARC which give rise to tendencies like corruption. (250 Words) (20)

(c) "The Second Administrative Reforms Commission (ARC) makes a strong case for the principle of subsidiarity". Explain. (100 Words) (10)

Accountability and responsiveness are prime elements of good governance.

Given the rising roles and responsibility of State, civil servants have huge discretion and affect citizen's life on multiple levels.

Beneficiary of public services e.g. PDS, MNREGA

citizen administration Interface

law & order e.g. complaint / FIR to police

Customer e.g. water & electricity

victim of mal administration

Remarks

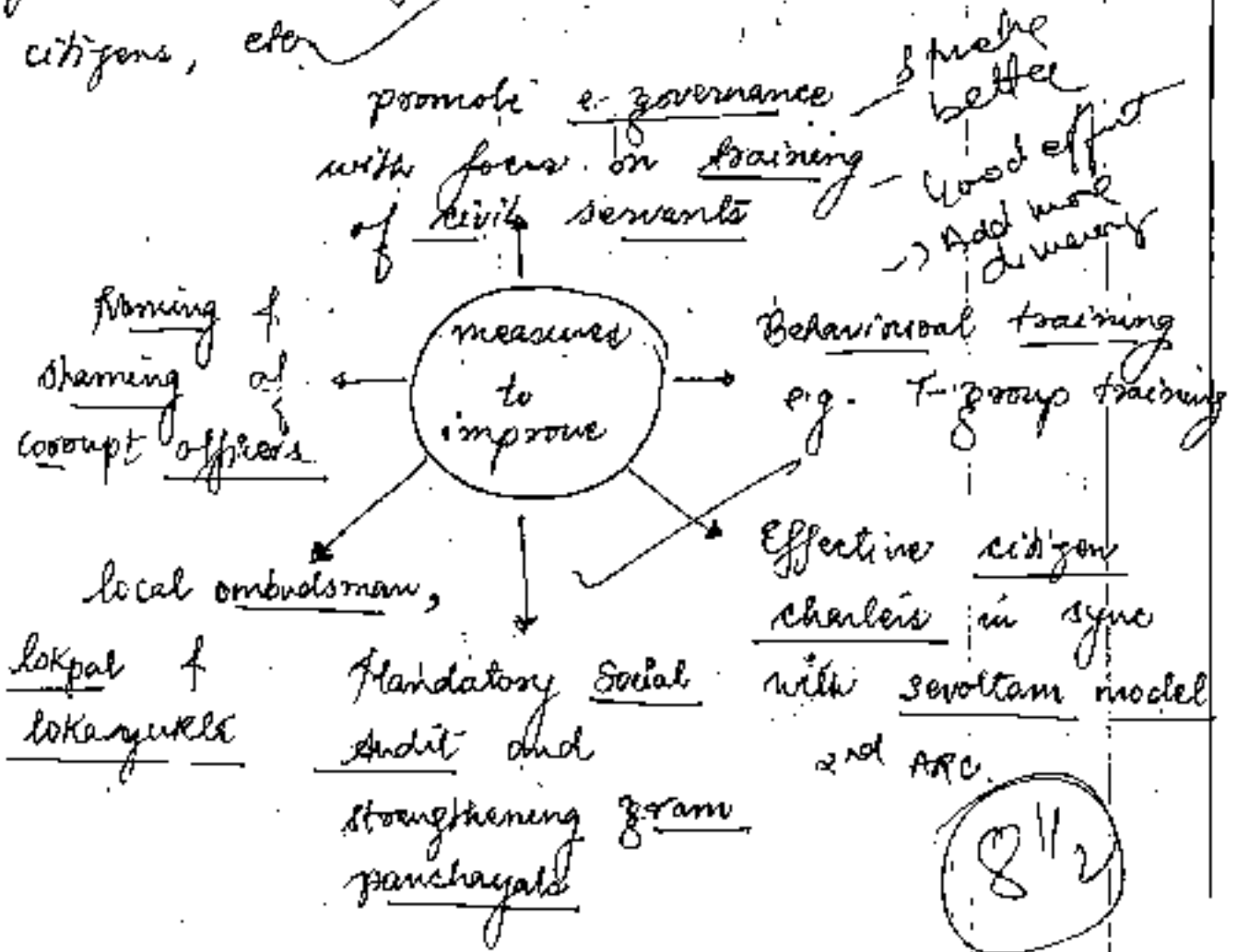Thus, grievances are likely to occur and also should be properly addressed in spirit of good governance.

The first step of grievance redressal is filing complaint with the public servant i.e., accessibility to civil servant is the start-point. Though in e-governance era, online filing is increasing, but still many depts. & offices are yet to upgrade, especially at local level e.g. Block level.

Another important aspect is responsiveness i.e., civil servant's response to the complaint which should be prompt and pro-active.

However, at present performance on both parameters is unsatisfactory. e.g. In most cases, aggrieved citizen don't know who to approach like in case of leakages in water supply, shortage of medicines at public dispensary etc.

Moreover, response is also either indifferent or abusive. e.g. FIR are not easily registered, e.g. Rape case of Rajasthan, victimisation of citizens, etc.

promote e-governance with focus on training of civil servants

→ better
→ Good effort
→ Add more delivery

Behavioural training
e.g. T-group training

measures to improve

Naming & shaming of corrupt officers

local ombudsman, lokpal & lokayukts

Mandatory Social Audit and strengthening gram panchayats

Effective citizen charters in sync with sevottam model
2nd ARC

8½

Ultimately, quality of public administration would improve as much as transparency & accountability is promoted.

b) 2nd ARC defines corruption as an act of abuse/ misuse of public office for private gains.

The report notes that corruption for many has become a habit. However, it also notes that not all officers are corrupt, therefore it identifies two contrary approaches to tackle corruption:

promote ethics in administration by

→ Exemplary behaviour

→ Rewarding and recognising honesty & integrity

To promote

→ Code of ethics
→ Civil service day awards
→ Padma awards, etc.

Identify the corrupt and take strong action against them to create deterrence against deviant behaviour

To deter:

→ Amendments to PCA, 1967
→ Disciplinary actions
→ Compulsory retirements
→ Improve criminal justice system

Remarks

Also, ARC identifies demand and supply side of corruption as <u>coercive corruption</u> and <u>collusive corruption</u>.

more Arrests made

politicisation of civil services
– Erosion of neutrality
e.g – MUNDHRA scam

(8½)

protection of corrupt civil servants
A·2+L

<u>Factors responsible</u>

<u>Delays in prosecution</u> f <u>low conviction</u> makes it safe

<u>Rising materialism</u> and <u>consumerism</u> in LPG era

popular acceptance of corruption – it has become <u>new normal</u>

Erosion of <u>public values</u> since <u>1960s</u> onwards

Thus, corruption is rampant in administration, and 2nd ARC recommendations should be strictly followed.

c) In the era of good governance, decentralisation and devolution of <u>powers</u> and <u>functions</u> is necessary to improve <u>citizen-participation</u>.
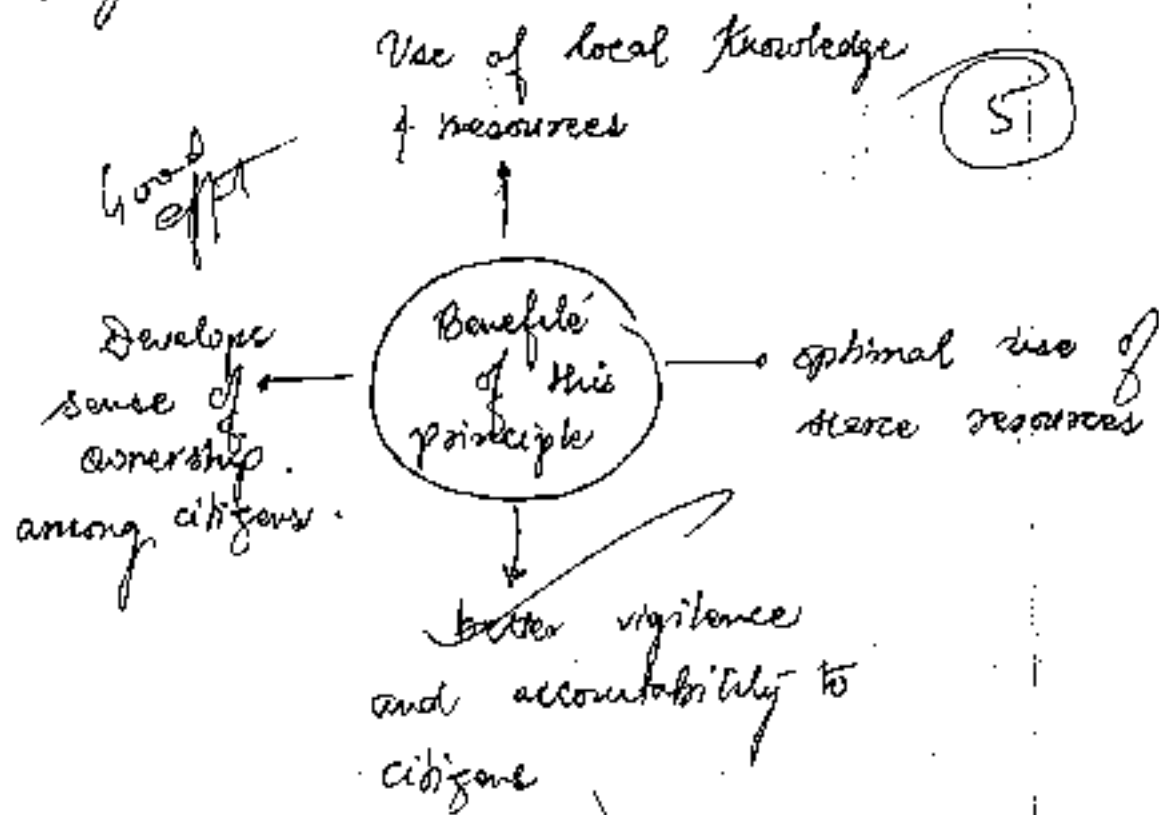
In its report on <u>local</u> <u>Governance</u> and <u>organisational</u> <u>reform</u> 2nd ARC, has strongly supported <u>principle</u> of <u>subsidiarity</u>.

It means that every level of government — Central and State <u>should</u> <u>delegate</u> what it <u>can</u> to lower level; provided it would be better administered there.
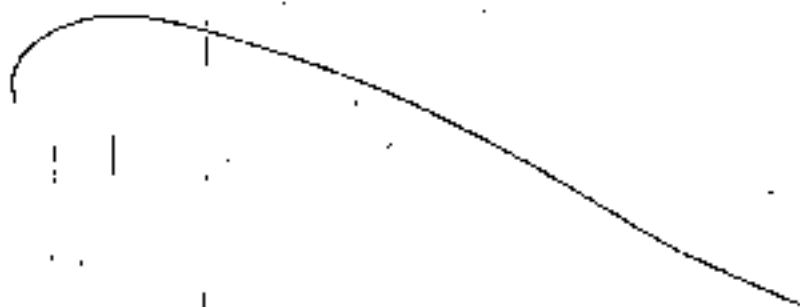↑ check it

For example; 2nd ARC suggests that <u>Union</u> should function on tasks of <u>nation-building</u>, <u>defence</u>, <u>energy security</u>, International relations, etc. and delegate <u>non-core</u> functions to State government.

Similarly the State government's should do activity <u>mapping</u> and then delegate

all the subjects in Schedule 11 & 12 to local bodies, plus additional subjects as well. e.g. PRIs should be responsible for issuing <u>both</u> of <u>death</u> <u>certificates</u>, <u>local policing</u> etc. & ULBs should manage <u>traffic</u>, <u>water</u> <u>supply</u>, <u>etc</u>.

Use of local knowledge
& resources

Good effort

(5)

Develops sense of ownership. among citizens.

Benefits of this principle

optimal use of scarce resources

better vigilance and accountability to citizens

Thus, governments should focus on capacity building of local levels to help them perform greater administrative responsibility.
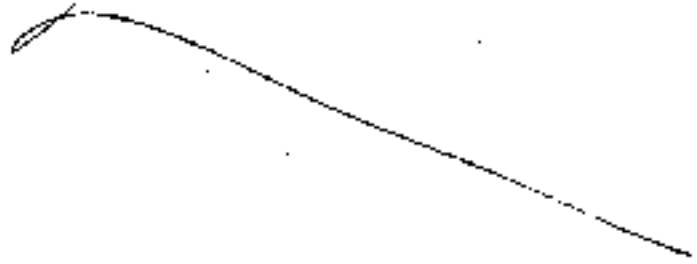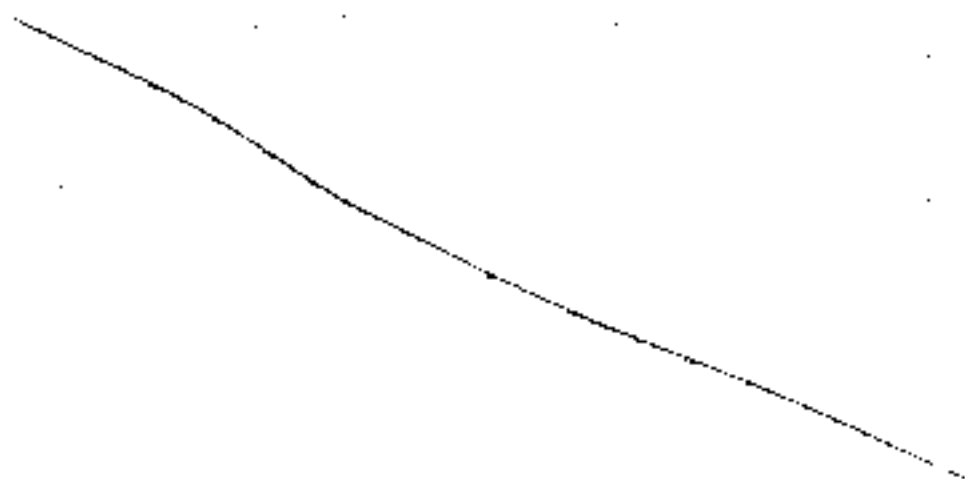
Remarks

7. Answer the following questions:

(a) "Many of the weaknesses in budgeting reflect the failure to address linkages between the various functions of budgeting". What factors contribute to budget systems and processes that create a disabling environment for performance in the public sector, both by commission and by omission? (250 Words) (20)

(b) A model policy for "Women in Police" is the need of the hour. Examine such a scenario and suggest the postulates of such a policy. (250 Words) (20)

(c) Pradhan Mantri Awas Yojana - Urban (PMAY-U) is a positive step to create sustainable living in the congested and every expanding urban area. Comment. (100 Words) (10)
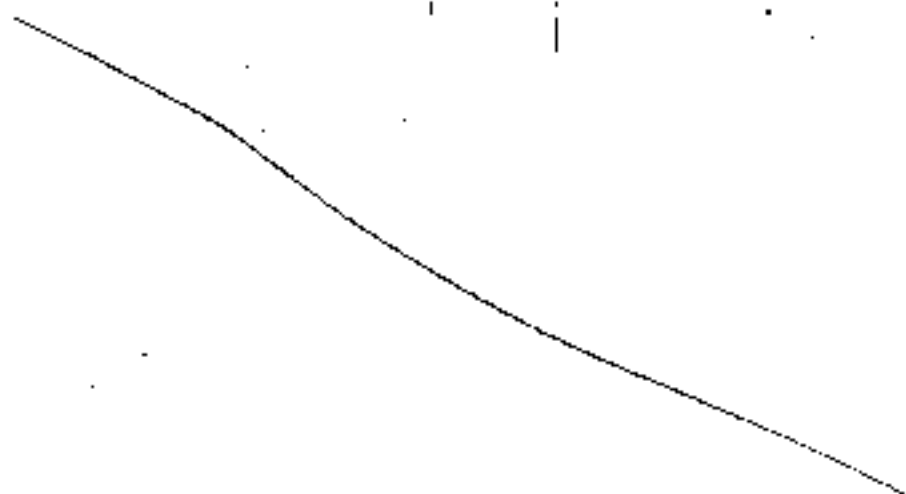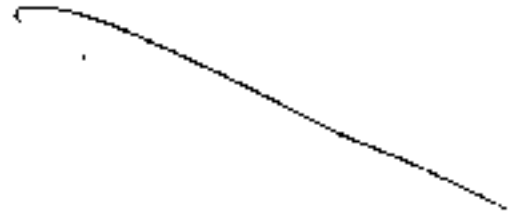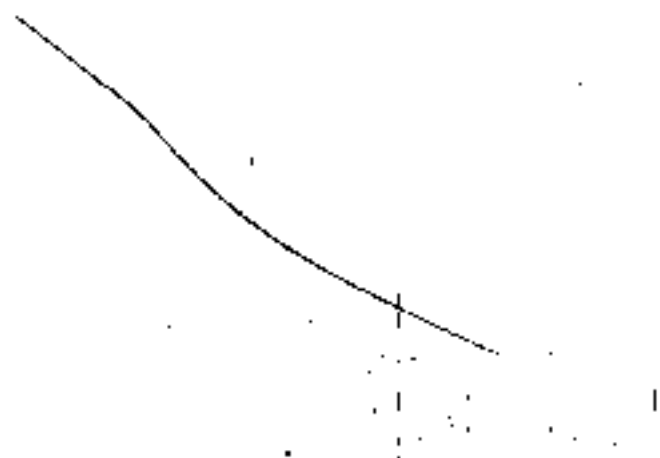
Remarks

Remarks

Remarks

Remarks

Remarks

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Remarks

8. Answer the following questions:

(a) India's urbanisation template is clearly ripe for change. Discuss. Also highlight the mistakes in India's urban development strategy and how the smart city mission aims to correct it. Also suggest broad contours of the next-gen-urbanisation policy.

(250 Words) (20)

(b) Municipal governance in India is not sufficiently prepared to meet the challenges of frequent natural disasters. Elucidate the statement and add your own suggestions.

(250 Words) (20)

(c) Standing committees offer many advantages in the effective discharge of legislative responsibility of the Union Government. Discuss those advantages and suggest measures to further strengthen them.

(100 Words) (10)

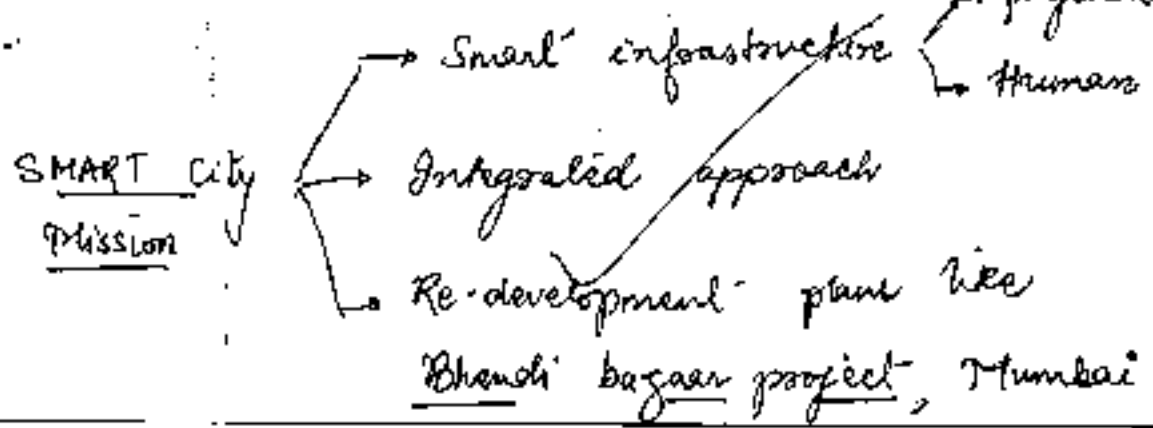Indian urban areas are growing rapidly, with around _34 %_ of _population_ now living in cities & Towns.
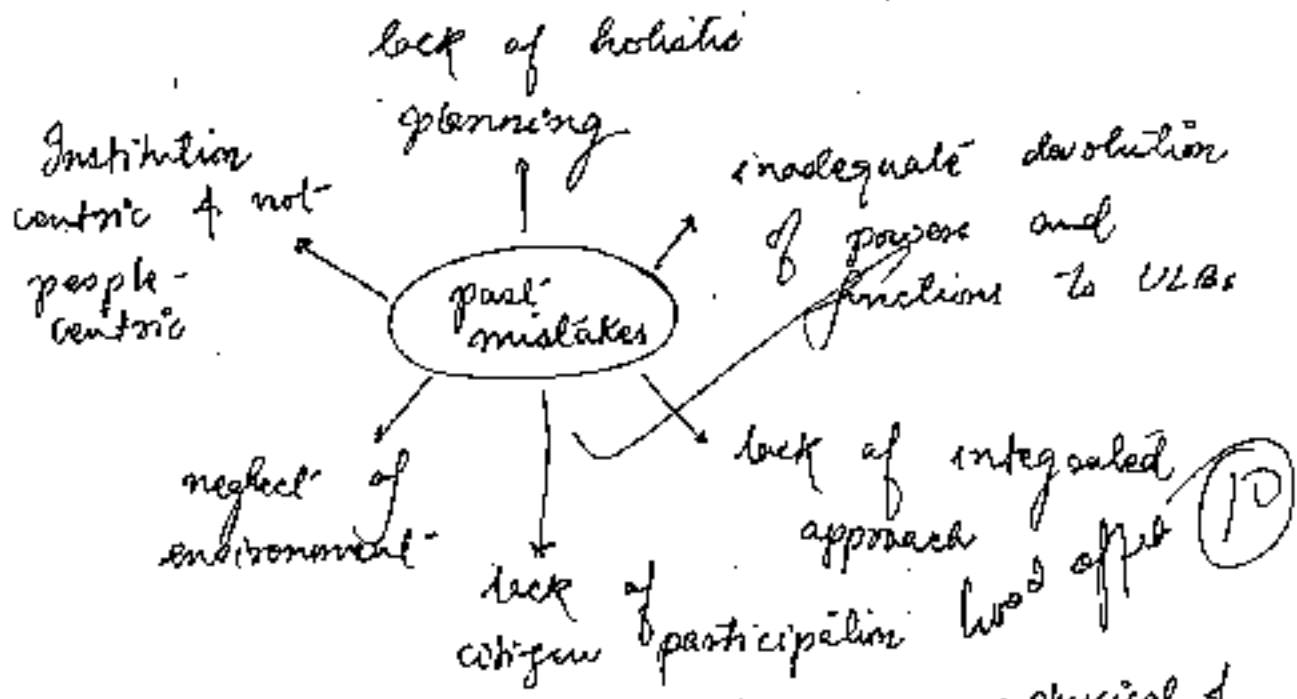
Ripe for Change

→ Urban areas Contribute to _2/3rd_ of _GDP_

→ per capita income is higher and increasing

→ 60 % of employment generation in Urban areas.

These facts suggest Urban areas are ready for change given they have enough own resources to _modernise_ and _develop_ better _standard_ of _living_.
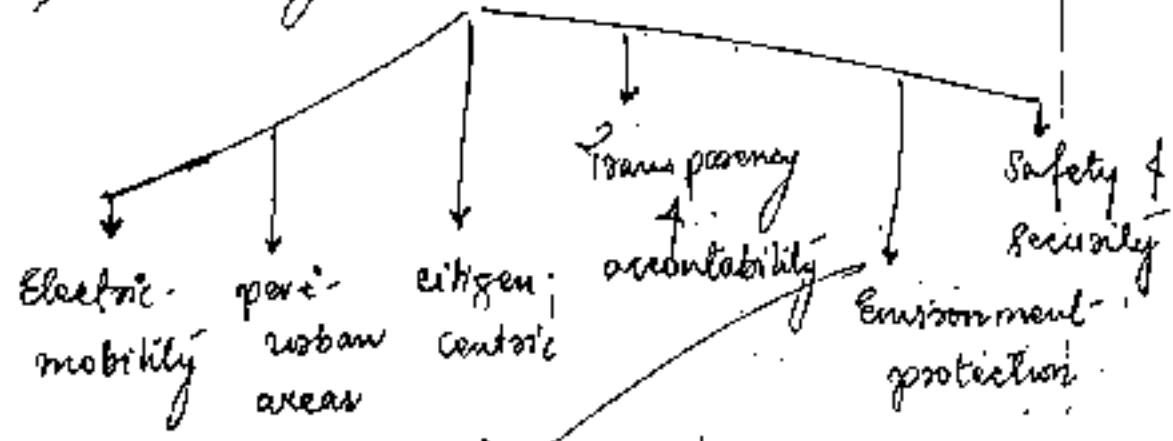
Remarks

However, past mistakes are looming causing issues like → 25% population in slums
↳ Only 45% resources through own taxes
↳ Rising rate of crime
excessive burden on existing infra-structure.
↳ poor standards of living
↳ environmental degradation

lack of holistic planning

Institution centric & not people-centric

inadequate devolution of powers and functions to ULBs

(past mistakes)

neglect of environmental

lack of integrated approach

lack of citizen participation

(10)

SMART City Mission

→ Smart infrastructure ⎰ → physical &
⎱ → human

→ Integrated approach

↳ Re-development plans like Bhendi bazaar project, Mumbai

Remarks

With above features, Smart city can address, issues of planning, infrastructure and environment. Nonetheless, SMART city can't be a panacea, next-gen-urbanisation policy should focus on
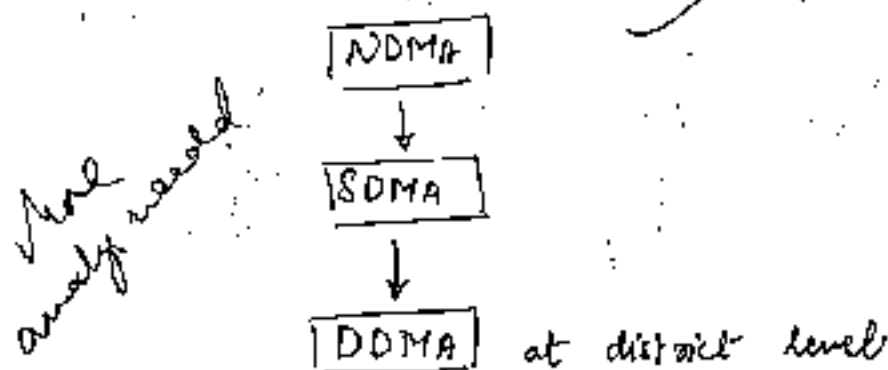
Electric mobility · peri-urban areas · citizen centric · accountability · Transparency · Environment protection · Safety & Security

With demography soon changing, new areas like senior citizen well being etc. would dominate urban planning.

b) Kerala floods are an example that even one of the best municipal bodies in the country are not prepared for frequent natural disasters.

Machinery of Disaster Management

well analysed

NDMA

↓

SDMA

↓

DDMA   at district level

Though DDMA exists at district level, but there is no clear relation with PRIs and ULBs. Further challenges are :-

1) Poor capacity of municipal bodies, especially coordination with various departments

2) Lack of funds with bodies.

Remarks

3) Absence of local disaster management plan — no vulnerability + mapping, no awareness, etc.

4) Lack of support from Central & State Governments

Thus, limiting capacity of municipal bodies.

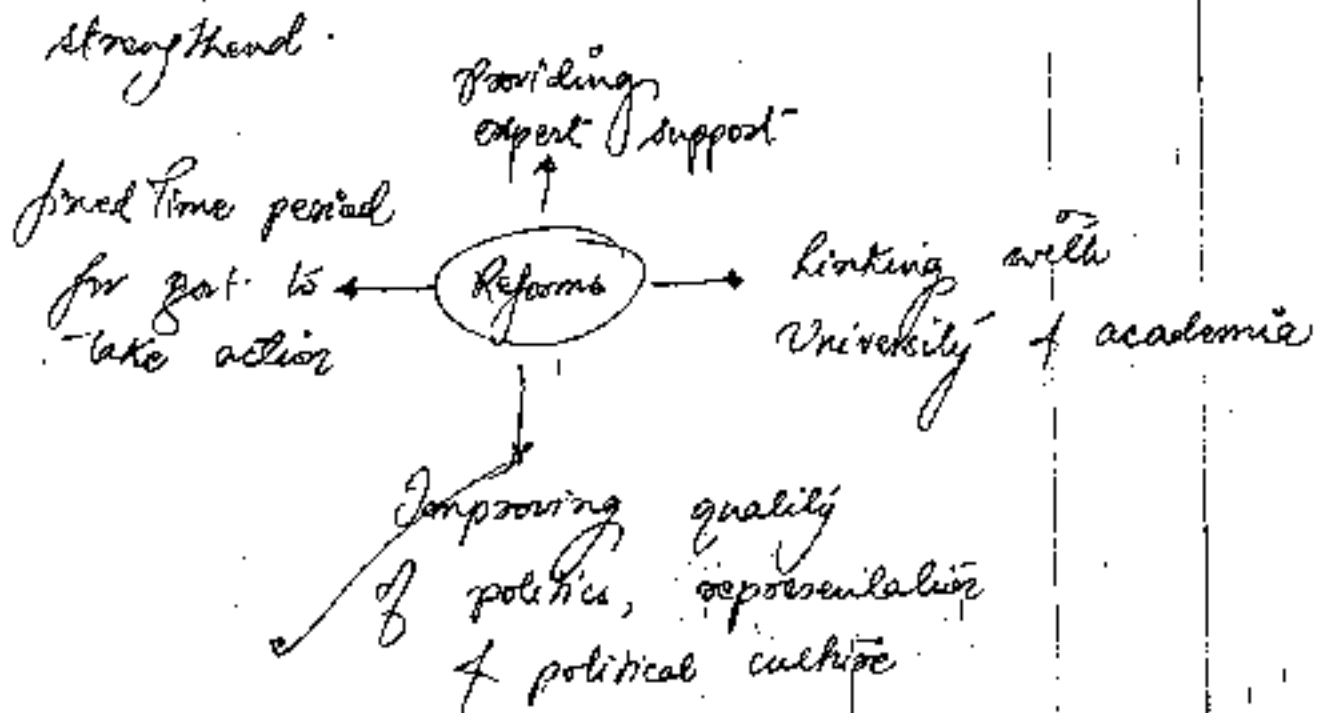c). Committees are a permanent mechanism -to exercise legislative scrutiny.

In fact. Wilson said "Congress in Committee is congress at work, and congress in session it is Congress at display."

[Advantages]

1) Members of both houses investigate laws, policies & executive actions.

2) Members of opposition in committees like PAC, DRSCs, etc. brings larger accountability

3) Committees are generally devoid of parly considerations

4) permanent in nature - works when house not in session (yr off)

5) eg, PAC unearthed 2g of Coal block scam.

However, as a reform measure, these committees should be regularly

strengthend

fixed Time period
for got. to
take action

providing
expert support

Reforms

linking with
University & academia

Improving quality
of politics, representation
& political culture

Hence, committees are inevitable in
parliamentary scrutiny

Remarks