

97 1/2

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. _____

Date _____

Signature Yashwant

1. Invigilator's Signature _____

2. Invigilator's Signature _____

REMARKS

GS SCORE

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SECTION-A

Attempt all questions:

1. Comment on the following into 150 words: (10 × 5 = 50)
- "The blame for poor public sector performance can be laid on the way our bureaucracy is structured". Comment.
 - Civil Service Neutrality is the bedrock for efficient administration. Comment.
 - Central Secretariat is the nodal agency for administering the Union subjects and establishing coordination among the various activities of the government. Discuss.
 - The value premise of Indian Constitution was greatly inspired from the western notion of Liberal democracy. Comment.
 - Ethics formed the core of Kautilya's Arthashastra. Critically analyse.

a) PSUs are performing poorly in India, with over 50 sick PSUs and examples like Air India, Bharat Diggins. 5

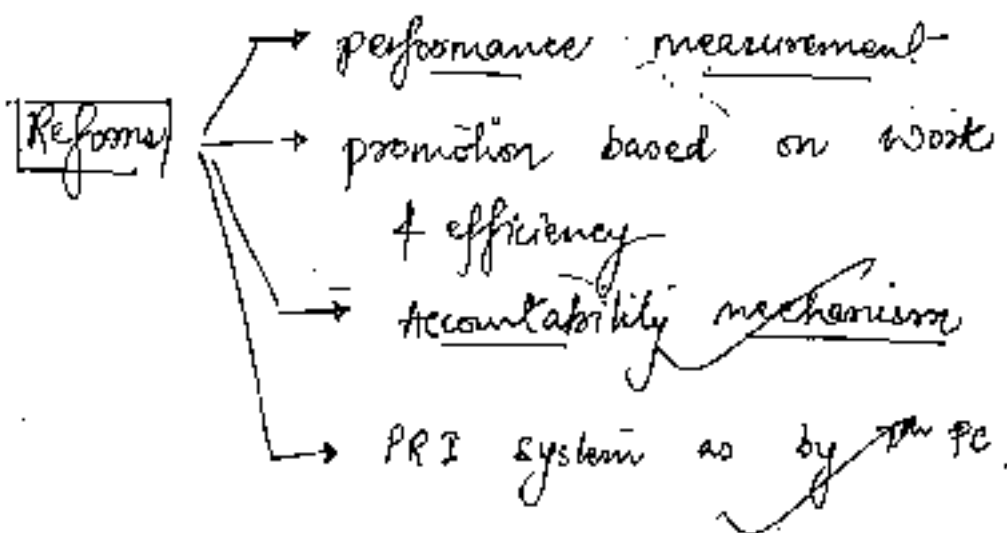
PSUs poor performance can be attributed to several factors like lack of autonomy, political intervention, extra accountability mechanisms etc. But ultimately it is the organisational structure; which can

1) Hierarchical structure causing delays & red tapism

Remarks

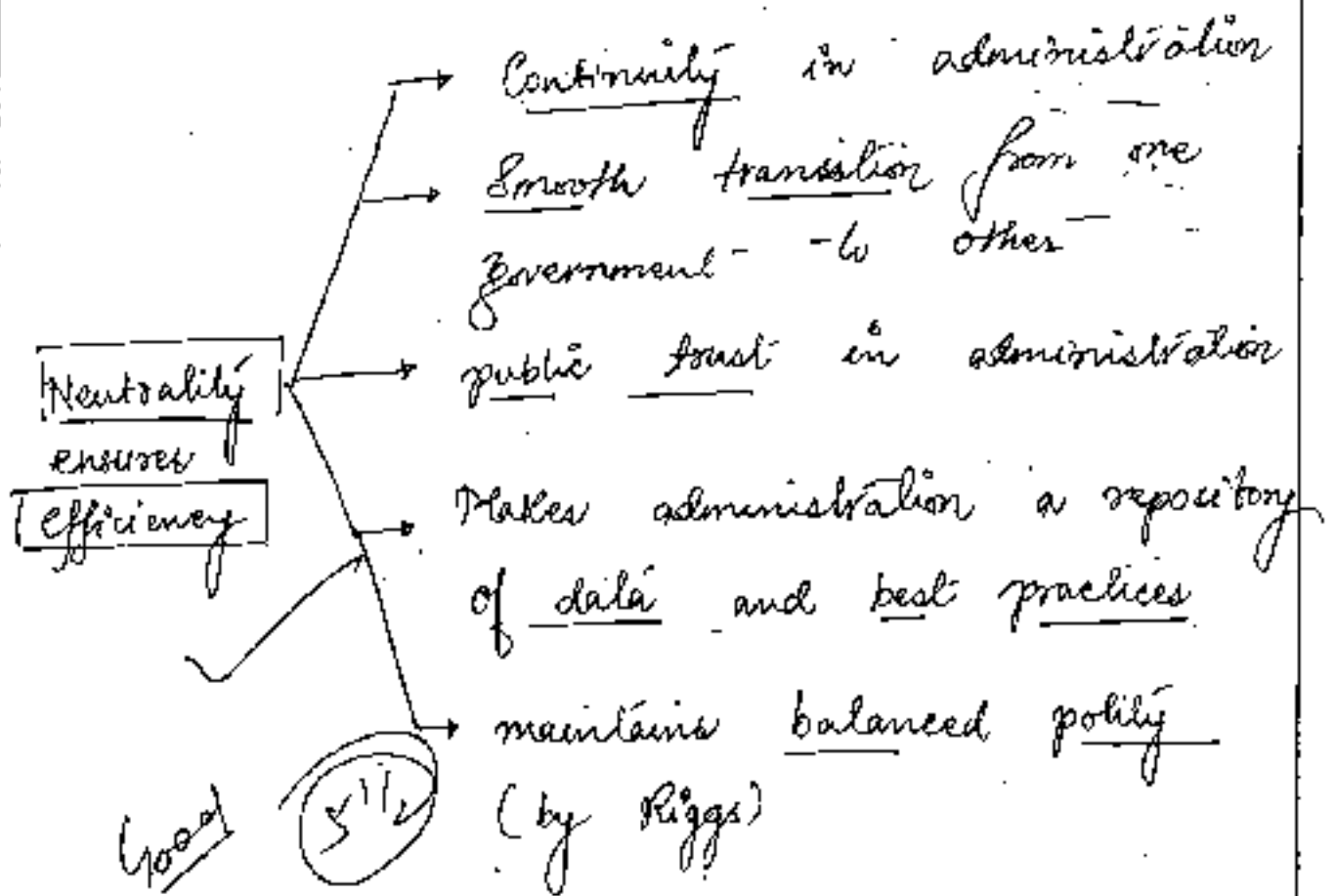
- 2) poor accountability extraction of internal control.
- 3) Statis Quo approach
- 4) Over-protected bureaucracy under fixed salary system & seniority based promotion.

These are larger issues of bureaucratic structure not conducive for PRUs.



Bureaucratic structure is one issue but political interference, lack of autonomy etc are other issues which should also be addressed.

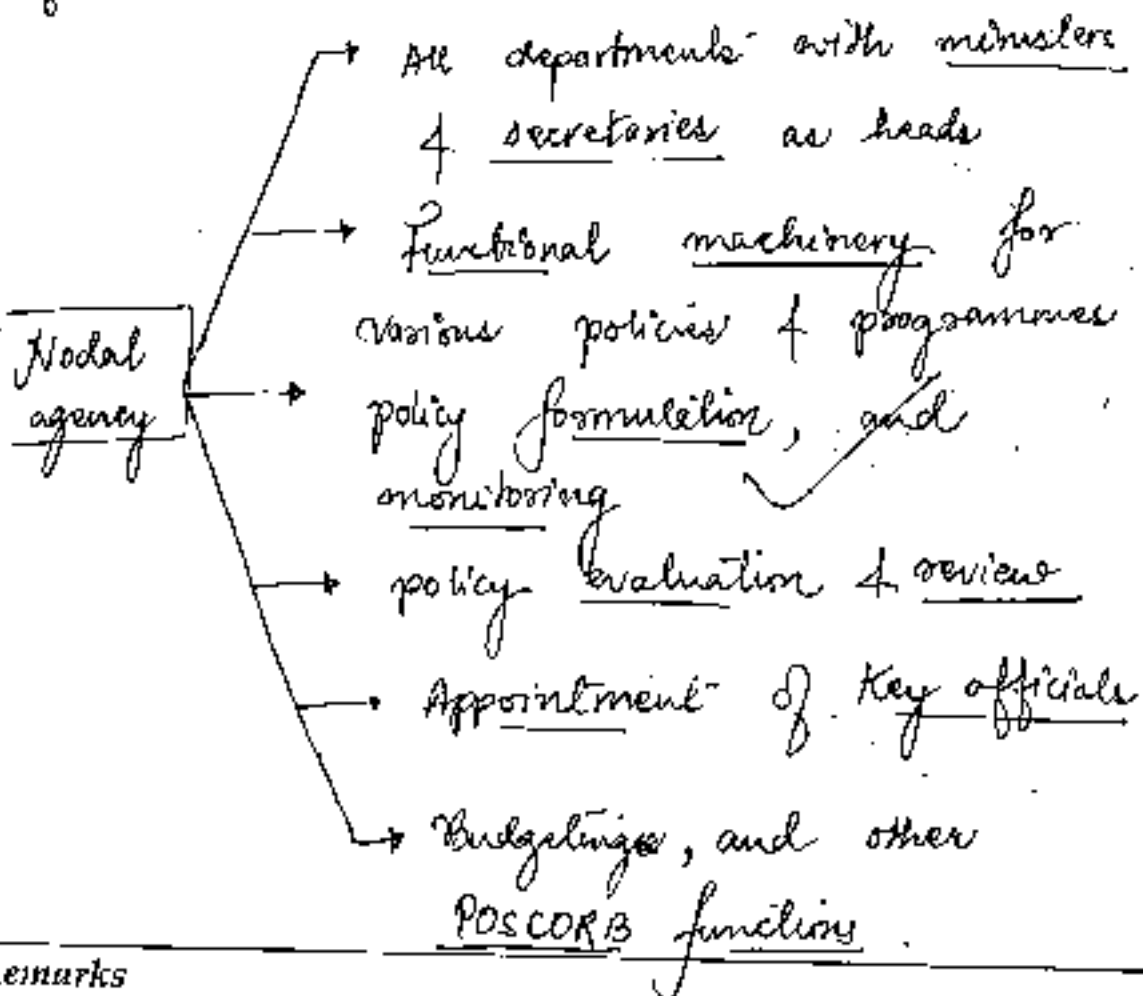
15) Civil service neutrality is the property of bureaucracy whereby they impart free, frank and fair advice & assistance to any govt irrespective of its political colour.



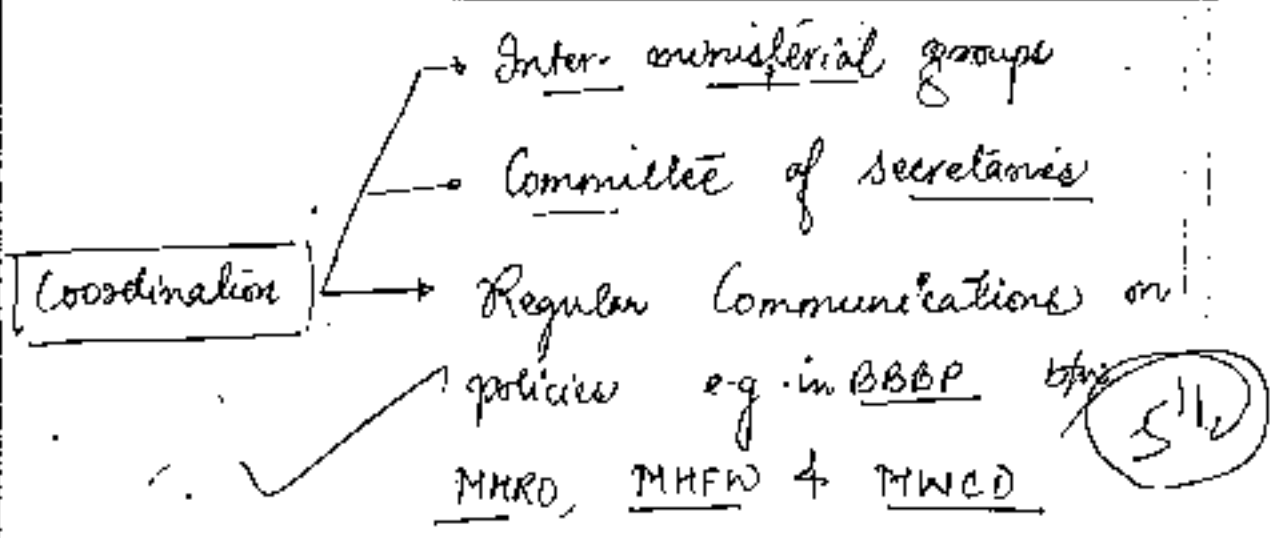
Paul Appleby has supported civil service neutrality in policy formulation, but demanded commitment in policy implementation.

Thus neutrality promotes efficiency in administration, but modern welfare state like India also requires activism in policy implementation, say in Aspirational districts programme.

c) Central secretariat is the complex housing all government ministries and departments of Union.



Remarks

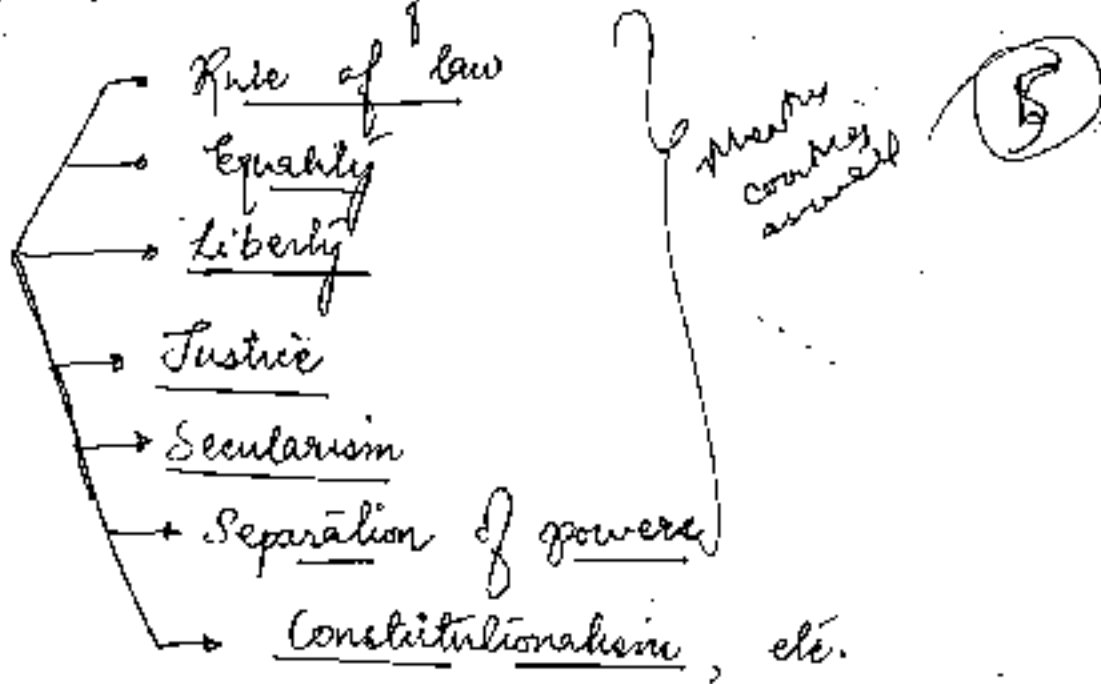


Good

In addition the central secretariat is assisted by cabinet secretariat in coordination & execution of functions.

d) Indian Constitution has borrowed features from over 11 constitutions of the world.

The Western liberal democracy which upheld values of



The presence of all these values in Indian constitution shows that western liberalism inspired it, such as fundamental rights, Republic nature, secular state, DPSP, etc.

However, India has not blindly adopted these principles. Rather it has modified them to suit its local context.

For example Art 14 has both equality before law, and equal protection of law. Indian secularism is way different from western secularism.

Thus, Indian constitution is a unique blend of western & Indian values

1) Kautilya's Arthashastra has elements of good governance.

Arthashastra is a treatise on statecraft and diplomacy, having several ethical features.

1) Identifies corruption and ways to prevent it e.g. apadha tests,

spy system

2) Even king was bound by duties and had to keep a record of gifts

3) Tax collection should be progressive (like plucking flowers from a tree)

- 4) Special care of weak & elderly in the state.
- 5) State as a instrument - to uphold dharma and avoid Platoy anyaya.
- 6) Balance between danda & dharma.

However, many of his suggestions are not in sync with ethics, especially olicies and actions against traitors. Even Weber & Doniger compared him to Machiavelli prince.

But to be fair to Arthashastra, its context needs to be kept in mind. Moreover, unethical suggestions are for protection of state.

2. Answer the following questions:

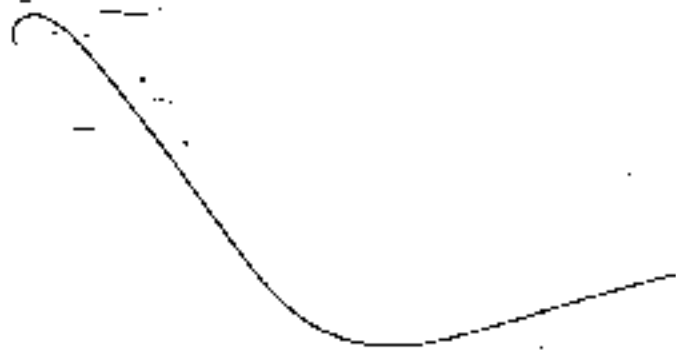
(a) Answer the following:

(i) "Co-operative federalism is the life blood of harmonious centre-state relations". Suggest recent measures to strengthen the same. (150 Words) (15)

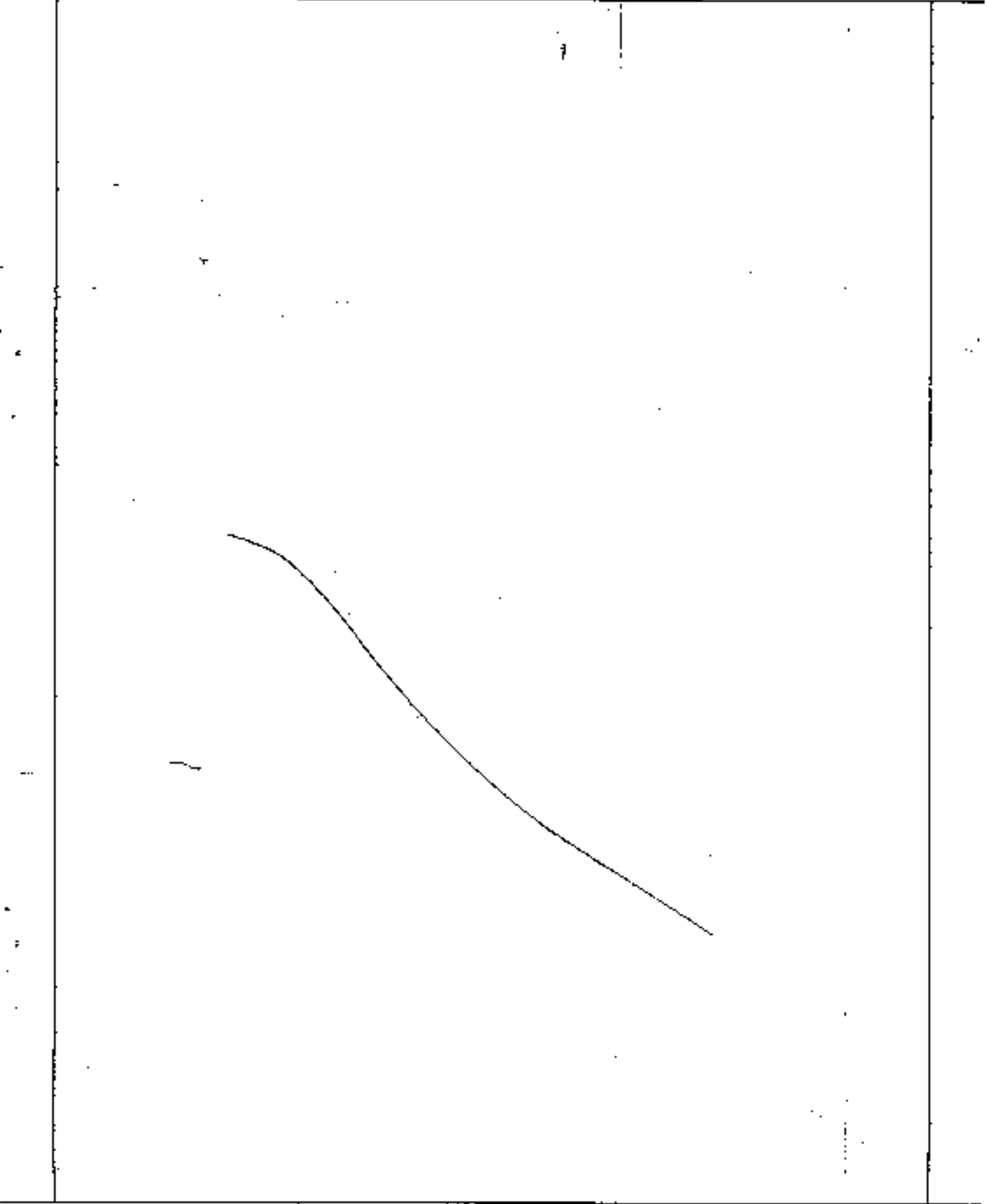
(ii) State Legislatures have been degenerated from being institutions of state governance to political bickering and infighting. Comment in light of recent events. (150 Words) (15)

(b) Office of the "District Collector" is a legacy of "The Raj". It is unsuitable for a modern State, especially in the 21st century. Discuss. (250 Words) (20)

Remarks

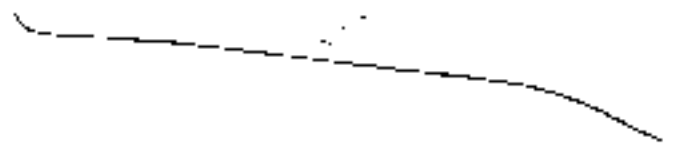


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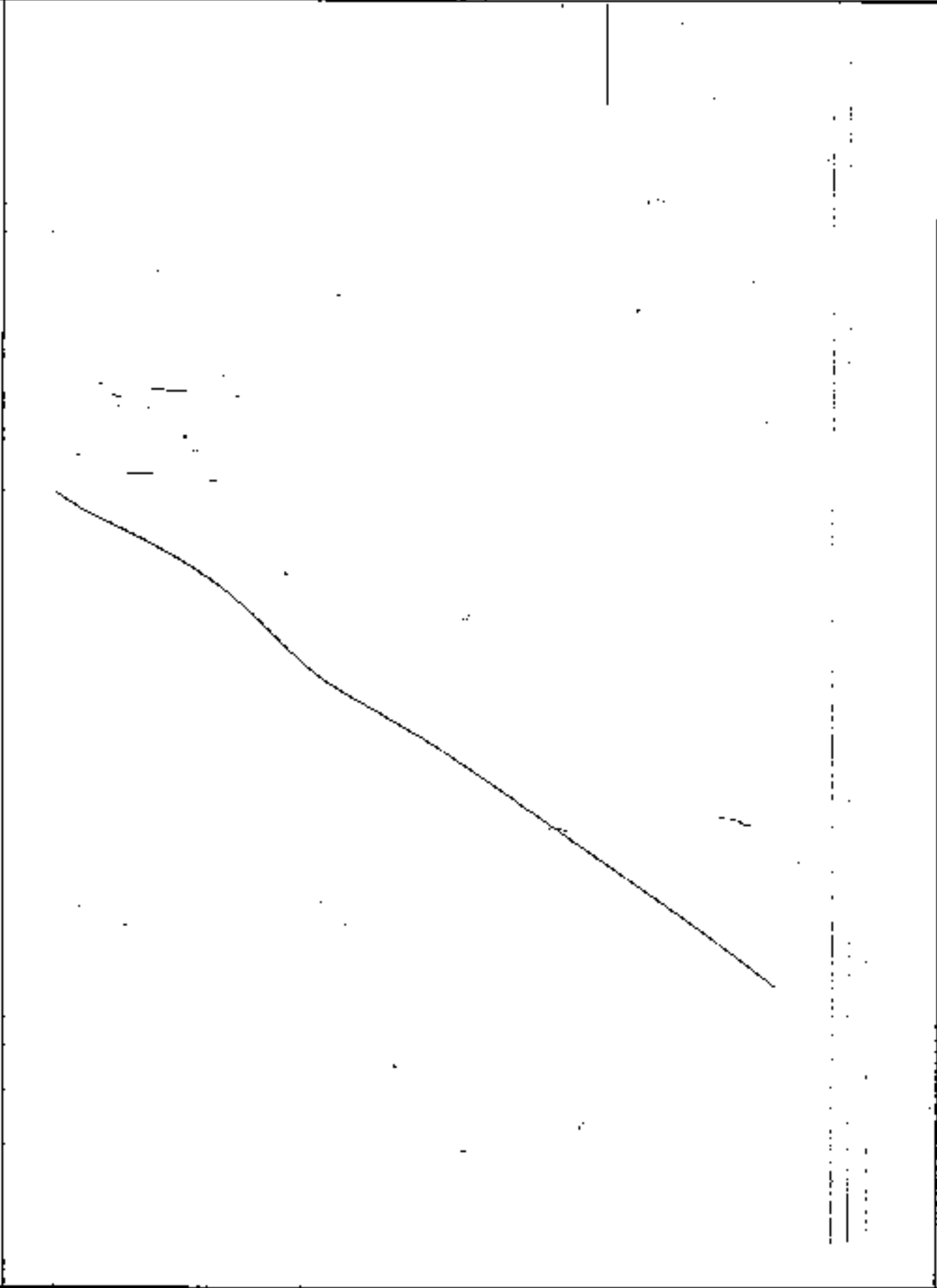


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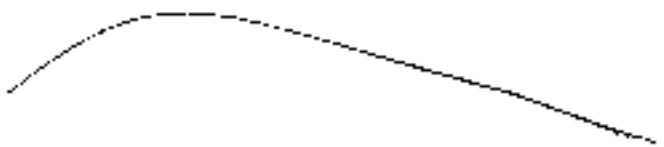
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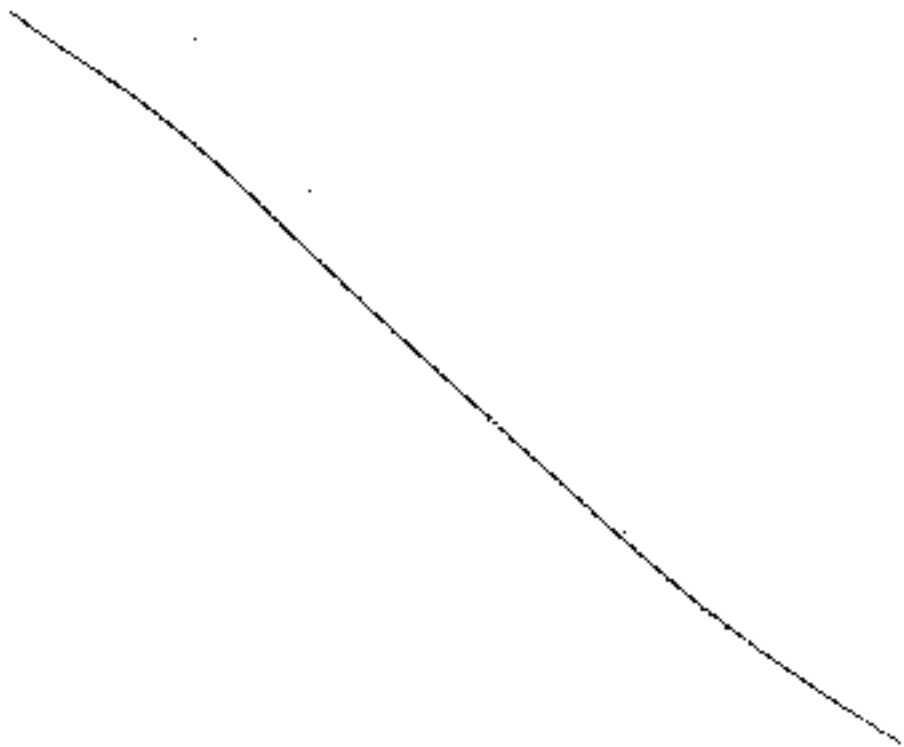
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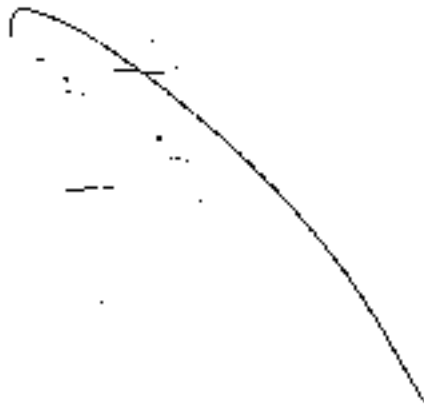
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Remarks

3. Answer the following questions:

- (a) The effectiveness and efficiency in PSUs hinge on the balance between autonomy and accountability. Analyse. (250 Words) (20)
- (b) District level planning is highly non-uniform and disparate on a state vs state basis. Explain. (250 Words) (20)
- (c) Single party dominance is here to stay after its comeback. Contrast it with the coalition era. (100 Words) (10)

a) PSUs in India were established to overcome developmental challenges in post-independence India.

PSUs were set up in various sectors to assist in Industrial development, employment generation, promote self-sufficiency, and so on. The primary objective of PSUs however remained public welfare. e.g. Indian Railways coal

However, gradually PSUs themselves became extra burden on public exchequer with over 100 sick PSUs at the time of 1992 LPA reforms. The reasons being:

Remarks

- 1) poor capacity utilization
- 2) poor governance
- 3) Lack of innovation ✓
- 4) Over protected status, resulting into complacency
- 5) poor motivation of employees.

The above problems were present despite various bail-out packages, government support, etc. Thus, the underlying cause is to be assessed, that is

- i) Lack of autonomy ✓
- ii) Over accountability

(I) Lack of autonomy
How? ✓

Effect

A) Political interference by respective ministry or department.

i) Lack of morale and motivation

Remarks

2) Appointment of governor in Board of directors

2) Erosion of benefits of Corporate Governance

3) Administered price mechanism, non-following of Ratna schemes

3) Curtailment of financial impedence, thus distorting targets

① Over accountability

How?

Effect

1) Number of agencies - CVC, CAG, RTI, COPV, etc.

1) Risk avoiding approach

2) Procedural accountability in daily matters

2) Delays in decision making.

Thus due to mis-match between autonomy and accountability, we have examples like

Air India 1) Debt of 52,000 crores

2) Bail out of \$ 5.2 bn, but no effect-

3) Market share down to 13% from 20% in 2012.

Thus, in order to balance the two, we need to follow certain principles

- i) Separation of management from ownership
- ii) Only extracting performance accountability through revamped MOU scheme
- iii) Full compensation for APM prices

b) The failure of top-down planning, raised need of bottom-up planning in India.

For this purpose, DRDAs were established, and later through 73rd & 74th amendments institutional set up was made ^{ST VS} _{ST scenario}

A-243 E D - District ^{for urban} planning Committees

A-243 E E - Metropolitan planning Committees

These institutions were to integrate rural and urban local bodies plan as a district plan, finally integrating with state of

National plan.

However even after 27 years of this reform there is no uniformity in states.

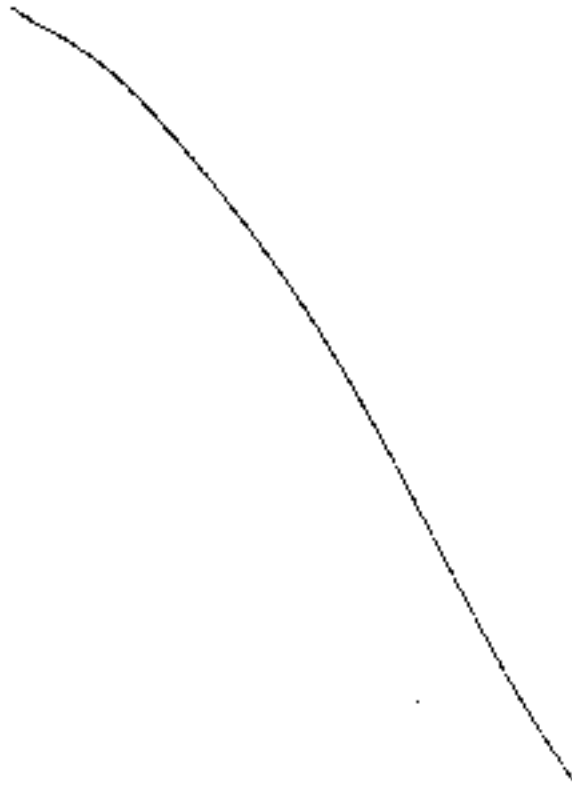
- 1) Many of the states like Maharashtra & Punjab set up DPC only after 2010. (8)
 - 2) Even the states that constituted these bodies, remained non-functional in absence of functionaries and funds.
 - 3) However, as A-248 G1 and A-243W leaves it to the states to devolve powers under 113A & 124A schedule, most states have not done so. flag issues → pick staff for state govt.
 - 4) Due to scopes for entry of MLAs & MPs, the membership also remained non-uniform.
- Also, because of presence of MPs & MLAs local issues got shadowed.

Remarks

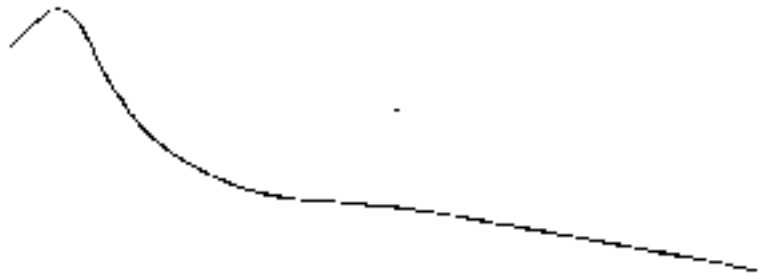
Among all the states, only one successful example of Karnataka where district plan was integrated in state plan in 11th 5 year plan.

Now with the focus on NITI Aayog to facilitate decentralized planning. But unfortunately in its 5 year tenure, it did not achieve anything substantive.

Thus, a political revolution led by national leadership under PM is required to revive District level planning.



Remarks

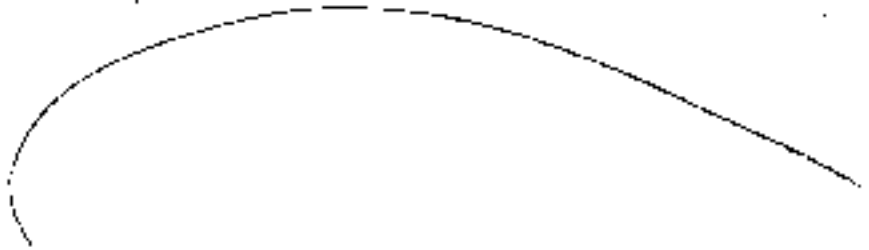


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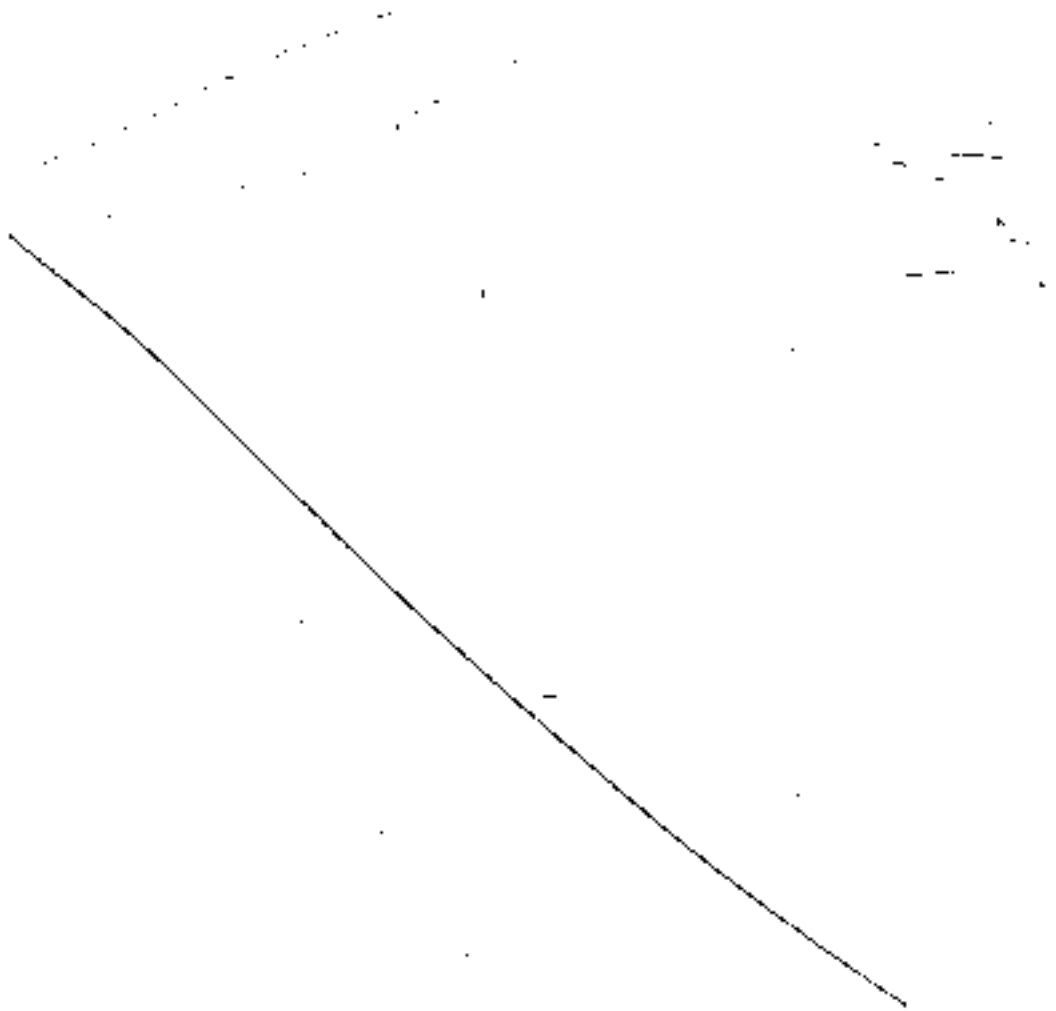
4. Answer the following questions:

- (a) 'As the local bodies gain more prominence in the realm of development administration, the role of the District Collector should be limited to regulatory functions'. Discuss. (250 Words) (20)
- (b) "The headquarters-field relationship is fraught with complexities. To arrive at a general principle, thus, is nearly impossible. Therefore, this should be more of a practitioner's domain rather than of academician's". Comment. (250 Words) (20)
- (c) NITI Aayog brings a semblance to the federal nature of Indian Polity. Comment. (100 Words) (10)

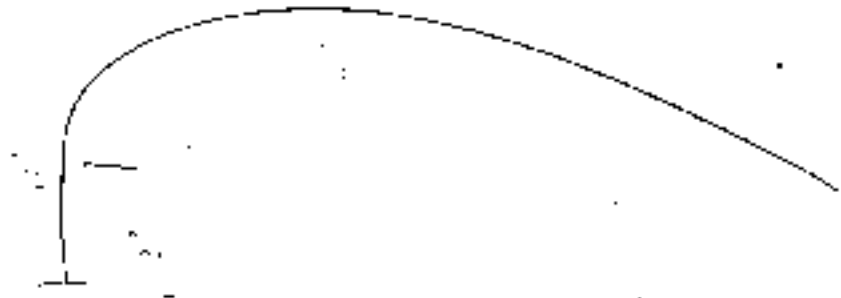
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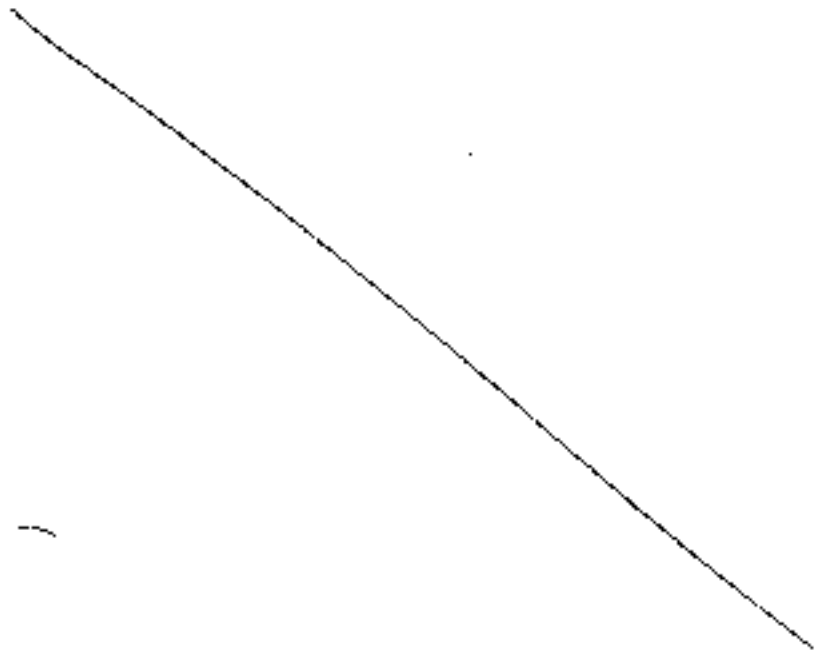
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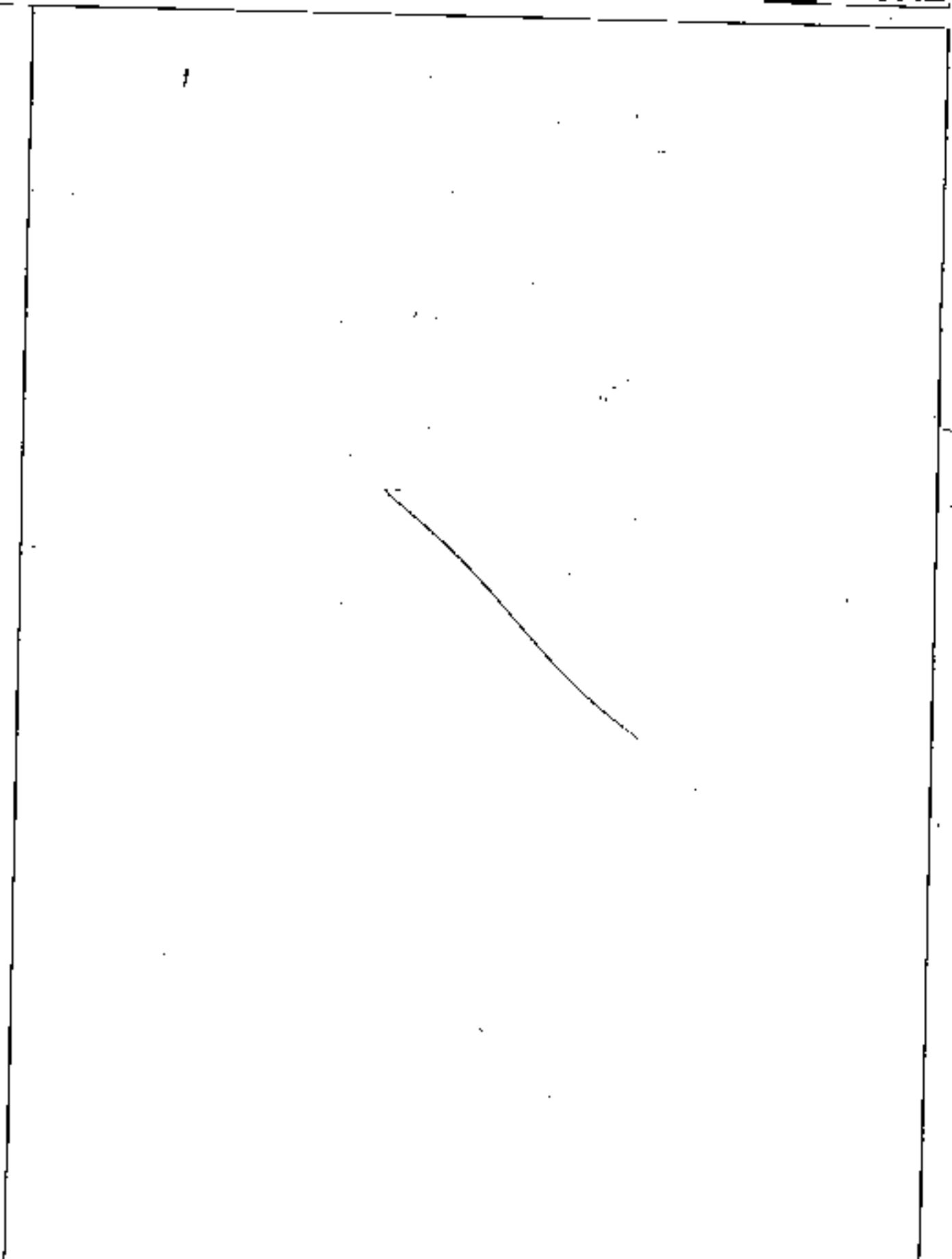
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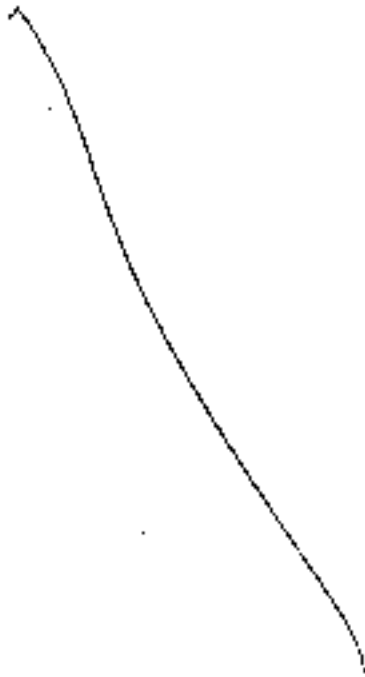
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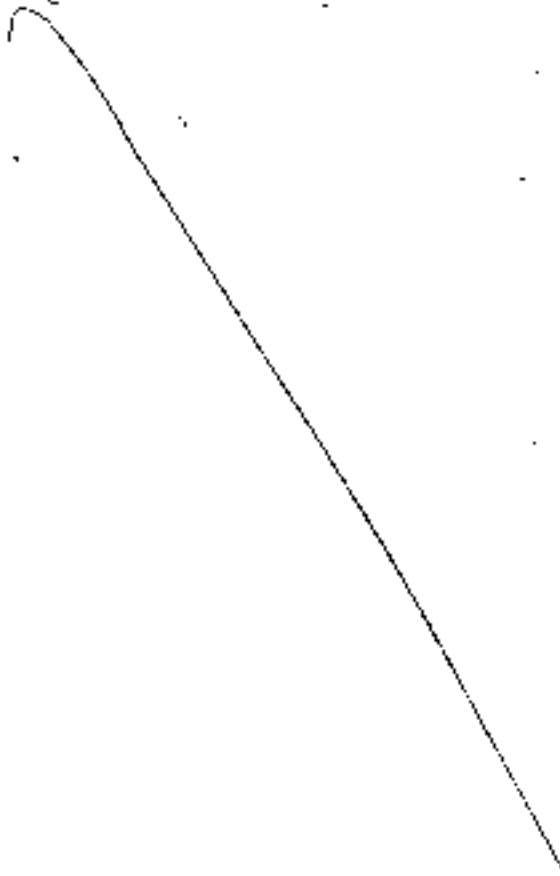
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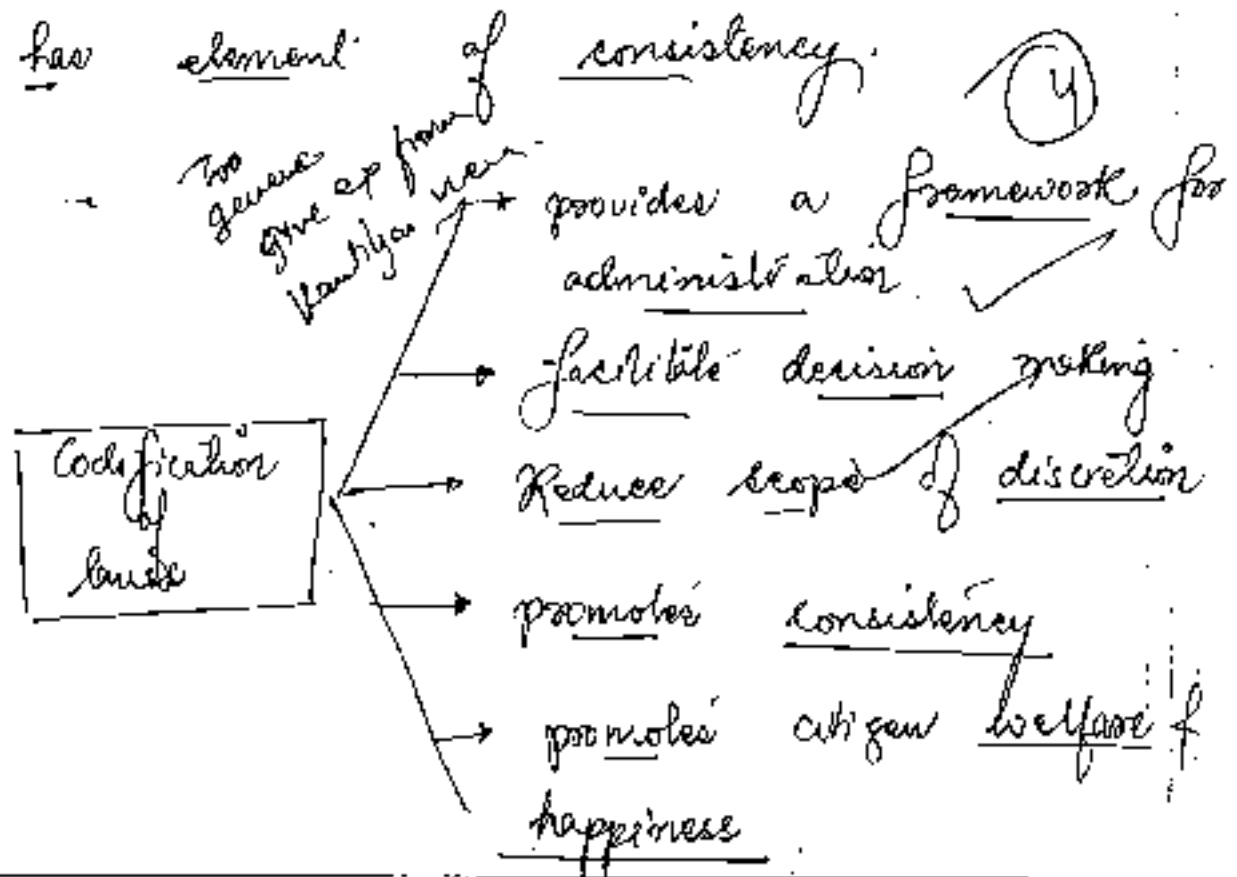
SECTION-B

Attempt all questions:

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

- (a) "The rule of a King depends primarily on written orders". Why did Kautilya favour codification of laws?
- (b) Budget in reality is a political instrument not an economic one. Comment.
- (c) Indian federalism is moving towards cooperative, competitive and fiscal federalism. Comment.
- (d) NGOs are mushrooming and taking over development activities due to decline in government legitimacy. Comment.
- (e) Law and order faces twin challenges, criminalization of politics and politicization of criminals. Comment.

Q) Kautilya in Arthashastra has favoured on written orders, to ensure that administration has element of consistency.

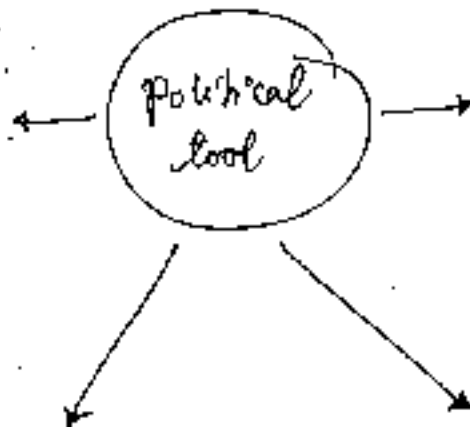


Remarks

Thus Kautilya favoured codification of law

b) Budget is a financial statement, depicting elements of planning with their related financial costs.

Dominated by ideology of ruling party
e.g. cashless economy

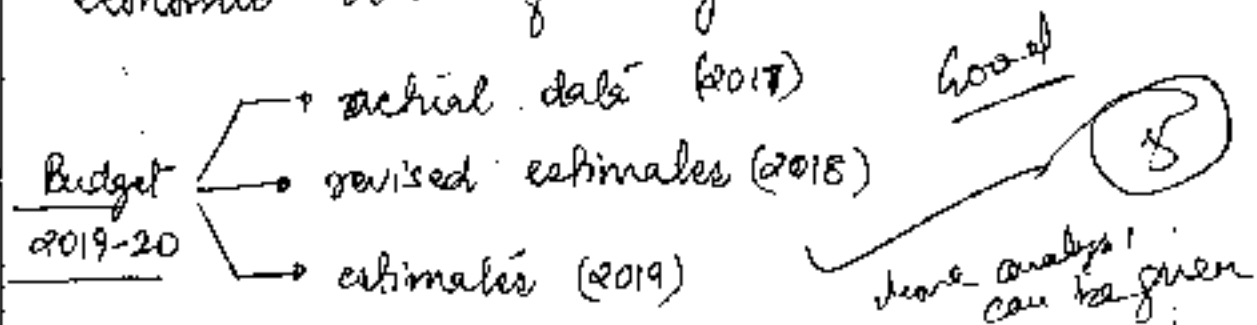


To gain political & electoral gains
e.g. PM-KISAN in Budget 2019

Various political angles like oppositions, C.S relations, etc.

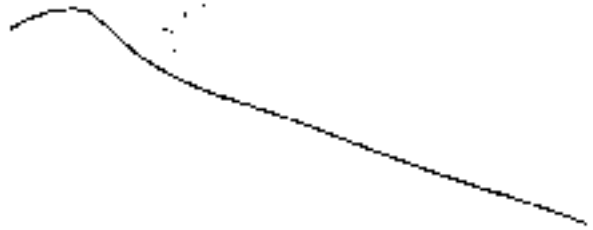
Compromise between various budget heads e.g. defence vs MHRD

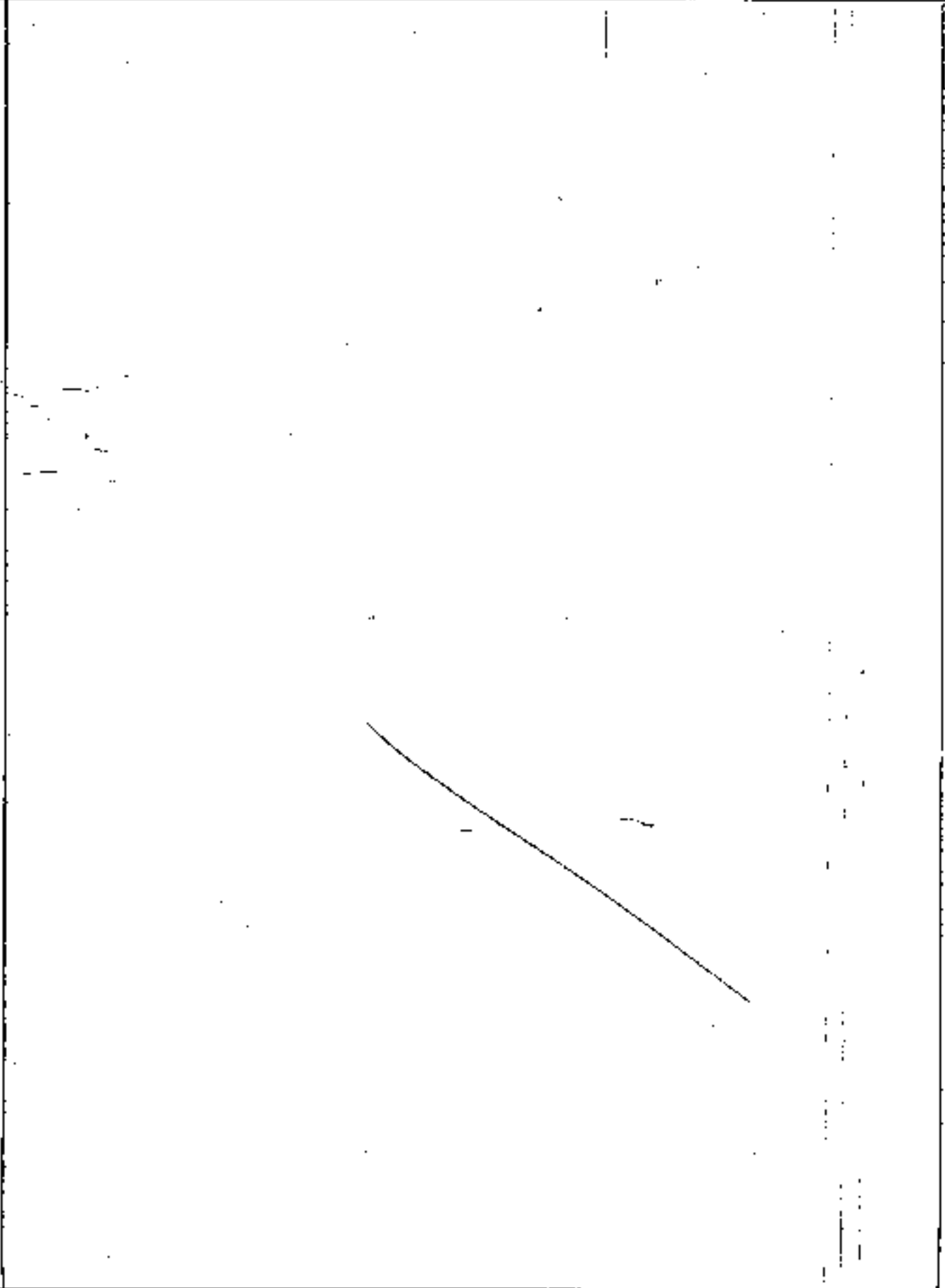
Nonetheless, even with its political tones budget is an economic document, containing economic data of 3 years. e.



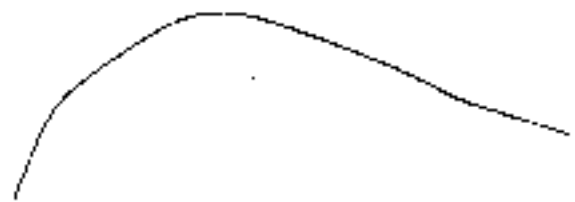
However, given the primary tool of fiscal policy, budget is likely to be more political, but this should not undermine its economic spirit. N.K. Singh committee recommendations of fiscal prudence should be implemented seriously to good governance.

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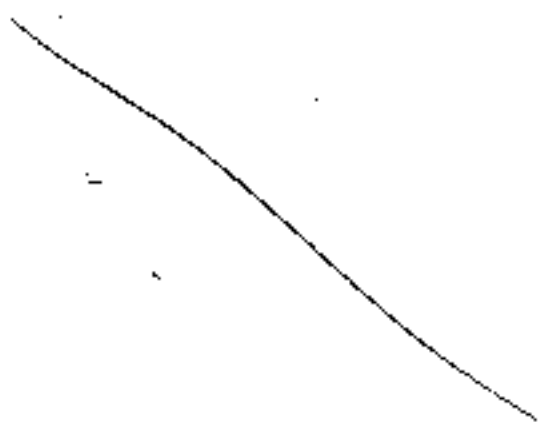
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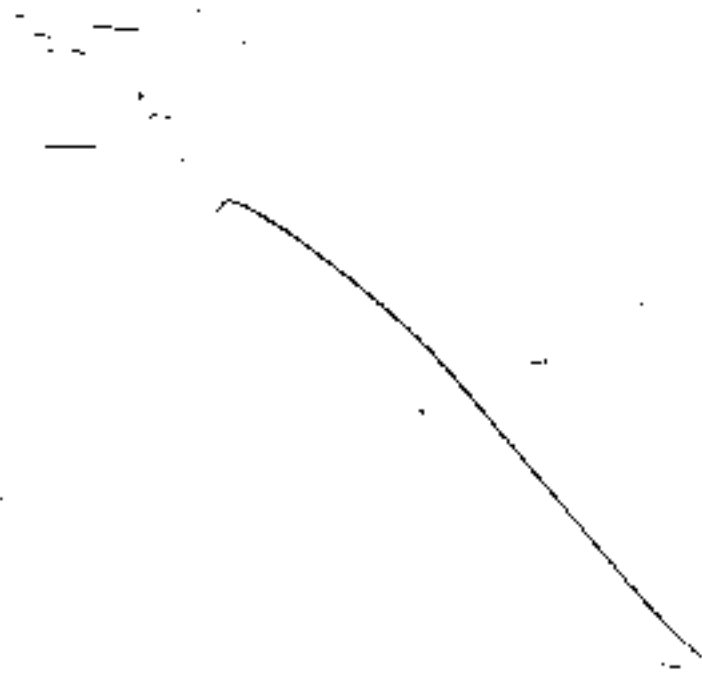
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Remarks



Remarks



Remarks

6. Answer the following questions:

- (a) Administrative Reforms in India are like planes on paper. They are theoretically designed to fly, but end up not flying. Critically analyze with examples in India's reforms journey. (250 Words) (20)
- (b) Lateral Entry in the civil services can strengthen the "steel frame" or lead to its rusting. Critically analyse. (250 Words) (20)
- (c) The CAG does the post mortem of the expenditure. Social audit can complement it to make auditing more efficient. Comment with respect to auditing of flagship programmes. (100 Words) (10)

a) In India's reforms experience, one can quote Gunnar Myrdal - "Indian administration is action shy".

The need for reforms in India, was realised soon after Independence. Then Pt Nehru appointed Paul Appleby Committee, which recommended OM division.

Since then numerous reforms committees and commissions have been set up; like

- 1) Santhanam Committee
- 2) JAT ARC
- 3) National Police Commission
- 4) Sarkaria Commission

Remarks

5) Pannchi Commission

6) 2nd ARC, among prominent.

However with respect to majority of recommendations of these commissions, we can say they failed to fly; for example

1) Police reforms are the worst performer so much so that judiciary had to step in through Barkas Singh guidelines, 2007.

2) Pannchi's recommendations of on Governor, Rajya Sabha, etc. not implemented.

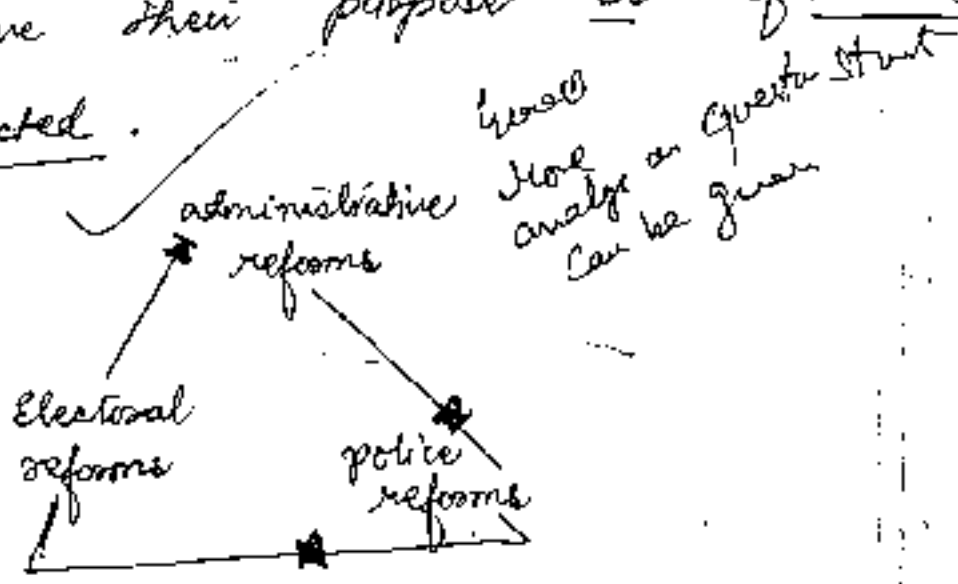
3) Majority of 2nd ARC on Civil services reforms like Separate legislation on training & promotion not implemented.

Thus, as strong political will ~~is~~ is needed for them to fly, they end up not flying in absence of it.

However, certain have also been taken up recently like

- 1) Setting up NITI Aayog
- 2) Lateral Entry in higher levels
- 3) perform or post, culture through compulsory retirements
- 4) CCTNS in police stations, etc. (3)

But these episodic reforms would not serve their purpose as reforms are inter-connected.



Thus, such a reform perspective is needed.

6) The first batch of lateral entrants was recently appointed in government departments, raising debate over it.

Lateral entry is the appointment of domain experts from private sector to government departments. This is different from public recruitment exams conducted by UPSC or any SPSC.

Lateral entry is said to have both pros and cons for the administration:

Advantages to strengthen steel frame;

- 1) Corporate managerial rationality and discipline enters public departments.
- 2) Time-bound targets and respect for deadlines.
- 3) Better policy inputs and innovations given expertise e.g. Nandan Nilekani & UIDAI Aadhar
i.e., Specialisation

Remarks

4) It may promote internal competition by triggering better performance standards.

5) promote impersonality because of contract periods more
quality
away from
rewards

6) Financial efficiency (1.6)

Disadvantages ^{which may nullify it:}

1) Failure to perform in public / government sector environment.

2) Lack of motivation due to short tenures say 3 years usually

3) May suffer from internal resistance of IAS officers.

4) Issue of confidentiality - access to government info. may be misused after tenure ends.

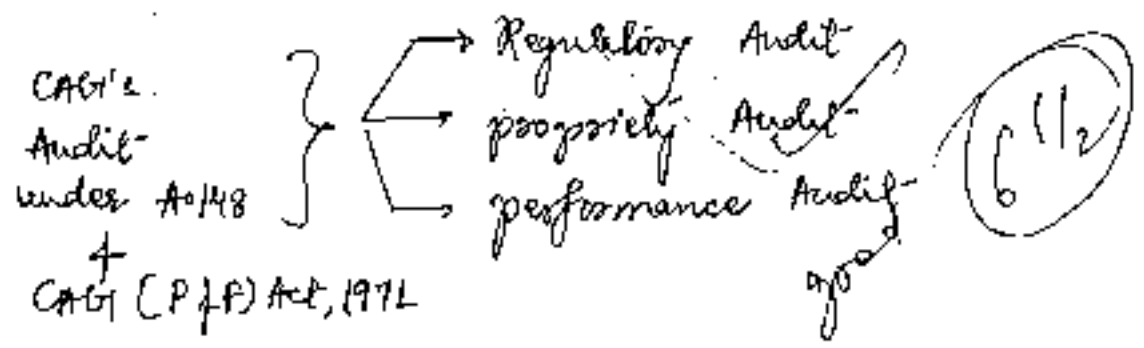
Thus, both pros & cons are there, of this reform.

But past experiences of Montek Singh, Mamohan Singh, Dandan Nikelani raises hopes of success of lateral entry.

Government needs to balance pros and cons with adequate safeguards through performance contracts, performance based incentives, etc.

c) Auditing is key component of financial administration, to extract accountability for financial non-performance.

CAG performs audit on behalf of Parliament.



Though, commendable performance over years CAG's audit suffers from Time lag:

- 1) A gap of 2+3 years on average in CAG's audit
- 2) Unable to cover all budget heads regularly
- 3) CAG is only recommendatory in nature
- 4) Limitations of PAC further weakens audit

Social Audit, in this backdrop can overcome limitations of traditional audit.

- 1) It is real-time audit
- 2) It is performance audit rather than remote paper audit
- 3) Involves multiple stakeholders, thus democratising audit
- 4) It analyses ground level outcomes rather than outlays in figures of expenditure
- 5) By involving people, it educates them and promotes participative democracy

For example Social Audit of MNREGA in Andhra Pradesh is very successful.

However social audit has had limited success, evident from

- i) Despite increase in complaints, corruption didn't fall
- ii) No actions taken against accused in most cases.

Therefore, CAG can conduct a audit of social audit and prepare a comparison with respect to specific flagship schemes.

This way social audit could complement CAG's audit, and overall improve performance of flagship programmes.

7. Answer the following questions:

- (a) National Disaster Management Plan (NDMP) is a comprehensive strategy for administration for all stages in management of disasters. Can pre-disaster efforts help in better management of disasters? Discuss. (250 Words) (20)
- (b) Critically analyse the role of SHGs in the realm of rural development. (250 Words) (20)
- (c) A comprehensive and collaborative strategy in the form of "National Urban Policy" is needed to counter challenges of urban development. Comment. (100 Words) (10)

The Union Government has prepared NDMP in consistency with the Sendai framework for Disaster Risk Reduction.

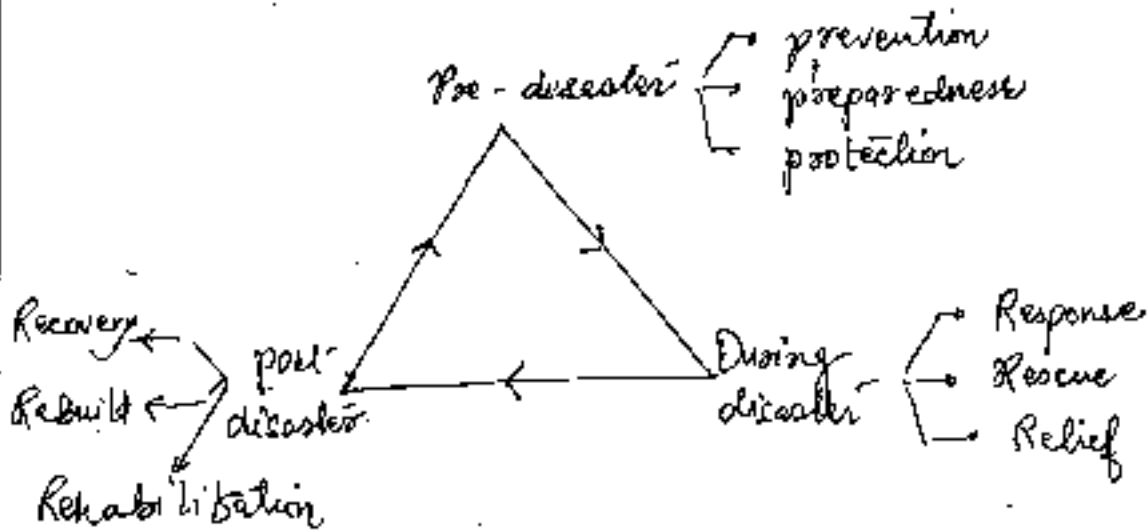
NDMP is a disaster specific plan which includes all the stages of disaster management. Focus on prevention, mitigation, disaster relief.

It identifies

- i) vulnerability mapping
- ii) Functions of Institutions
- iii) Activity mapping of various stakeholders
- iv) Role of community

e.g. NDMP for droughts identifies role of IMD and its coordination with state water departments & State disaster Agency.

Remarks



From Yokohama to Sendai framework, every document & research has laid emphasis on pre-disaster efforts to reduce vulnerability & minimise damage.

for example in 2013 phailin cyclone in Odisha only 45⁺ casualties occurred because of protection and preparedness measures of various district administrations e.g. Dr. Krishna Kumar Mishra DC of Balangir district.

however infrastructure damage of Rs 4800 crore because infrastructure resilience is not focused.

Remarks

Thus, through better pre-disaster efforts damage can be minimised. Some measures include:

- 1) Vulnerability mapping
- 2) Building codes
- 3) Shelter houses
- 4) Regular meets of officials
- 5) Community participation, etc.

India's DM is rather weak. Therefore concerted efforts in this direction is needed.

6) Rural development - is key to India's progress given that population lives in rural India. (2011 census)

Rural development needs revolve around issues of Infrastructure and livelihood opportunities.

STPs thus can assist in livelihood creation in rural development.

Remarks

SHGs are small groups that pool their resources to access to bank credit and procure resources for livelihood creation e.g. through SHG-bank linkage programme.

Several examples of SHG success are there in India e.g.

- a) Liggat paper of Orissa
- b) Kudumbashree of Kerala
- c) Taj hotels & fishing SHG in Mumbai, etc.

Apart from economic aspect, SHGs can also assist in social & sectoral development.

- i) Women empowerment - *Critical analysis needed*
- ii) Attitudinal change in patriarchal society on gender issues
- iii) Awareness generation on family planning, primary health care, importance of education.

Remarks

- ii) Improve living standards
- c) pushing rural demand

Thus, SBCs are potential to ~~become~~ have a multiplier effect in rural development.

(6)

c) Urban areas of India suffer from multiple problems.

Urban development in India is largely unplanned, and as a result facing

several challenges:

- 1) Unplanned settlement - resulting in slums, illegal colonies,
- 2) Burden on physical infrastructure like roads, electricity, drainage system, etc.
- 3) Increasing crimes in urban areas e.g. murders, snatch, rapes, kidnapping.

Remarks

4) Poor Governance & administrative machinery

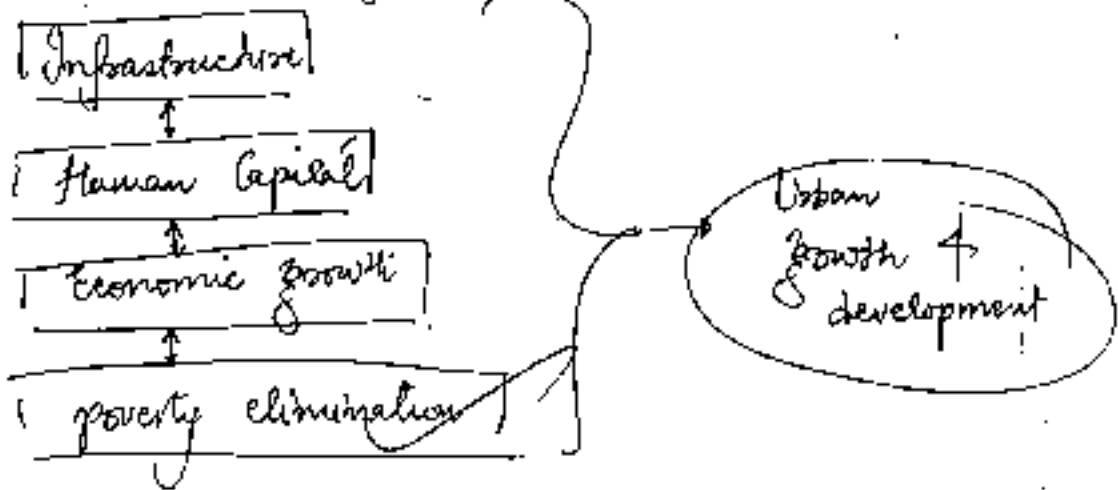
- a) Many parastatals results in confusion & lack of accountability
- b) Weak institutions of Mayor
- c) Lack of participation of Urban local bodies
- d) Lack of capacity for resource mobilisation (45% funds of ULBs are from state & central grants)

The above challenges have been highlighted by Isherjidge Committee and ARC, but their recommendations have remained largely unheeded.

In this backdrop, a comprehensive policy "National urban policy" can be useful. Such a policy would focus on:

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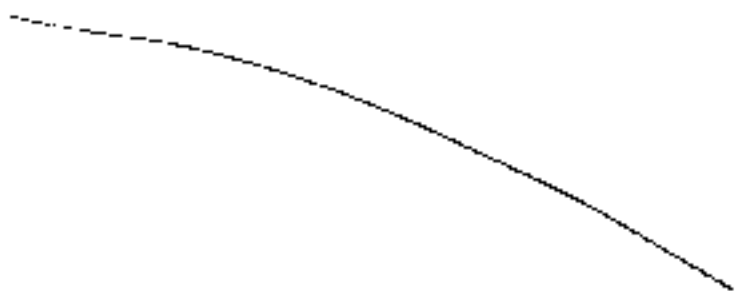
1) Integrated planning



2) Resource mobilization by empowering ULBs, Development tax, value addition tax etc. to leverage strength

3) Effective Governance

Thus, Capacity building at local level & new-localism based national policy can lead Urban development.

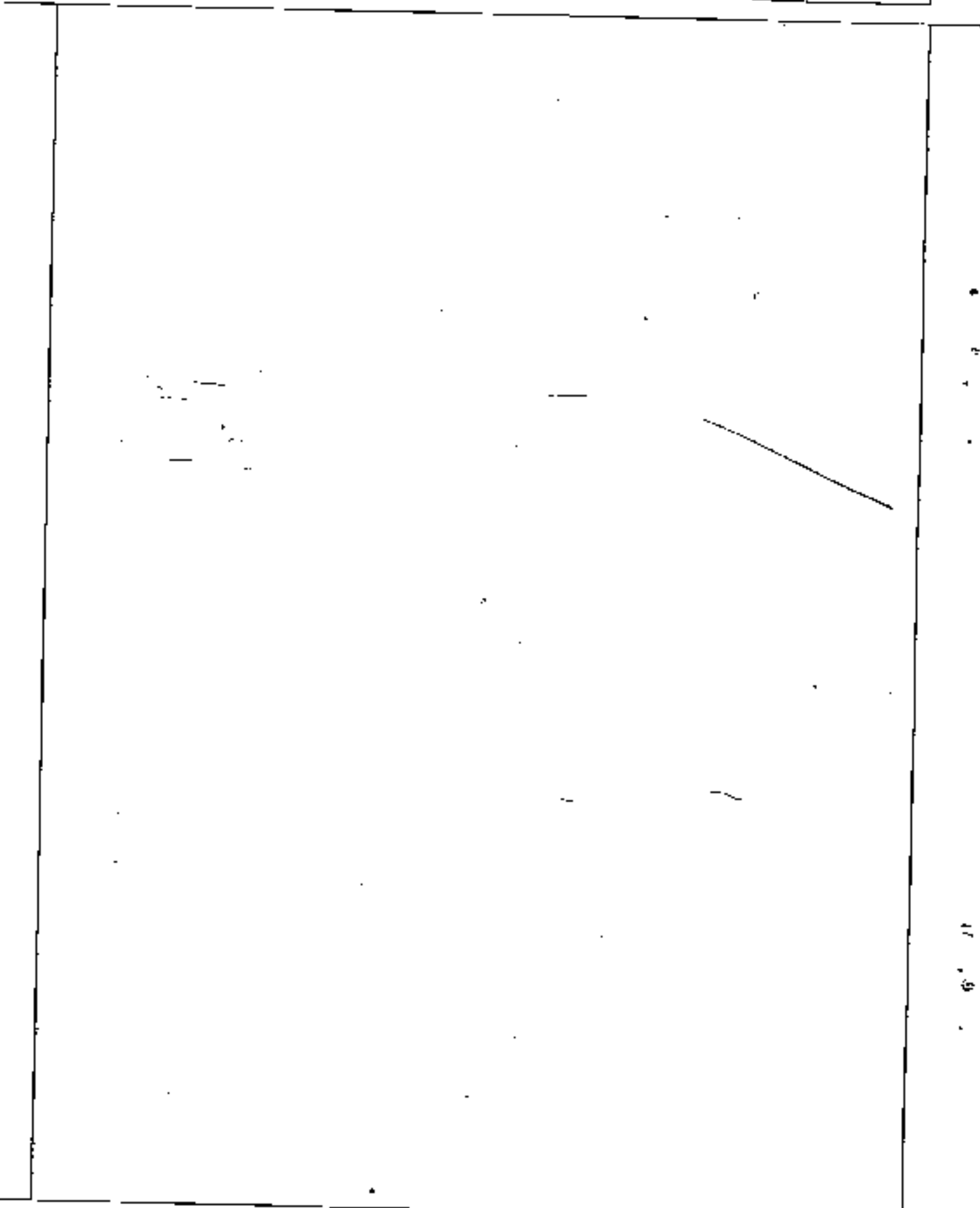


Remarks

8. Answer the following questions:

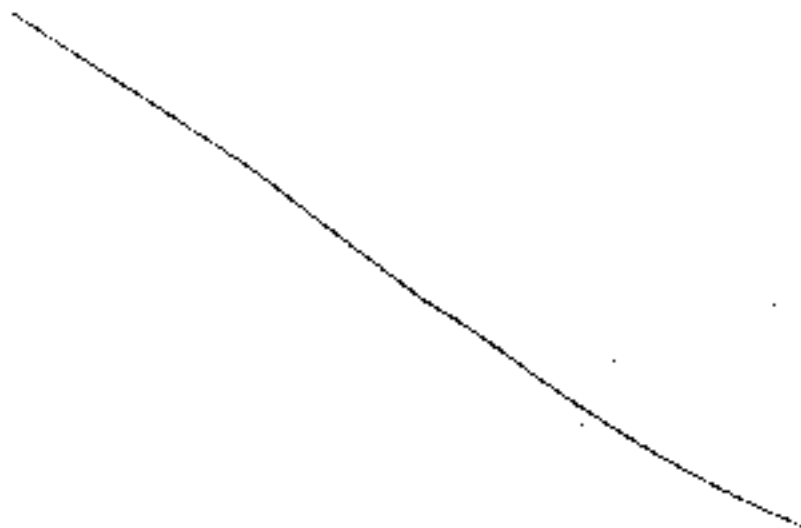
- (a) Rural tourism can act as catalyst for rural development. Critically analyse. (250 Words) (20)
- (b) Critically analyse the recently amended UAPA. (250 Words) (20)
- (c) RTI Act still remains a work in progress. Comment. (100 Words) (10)

Remarks

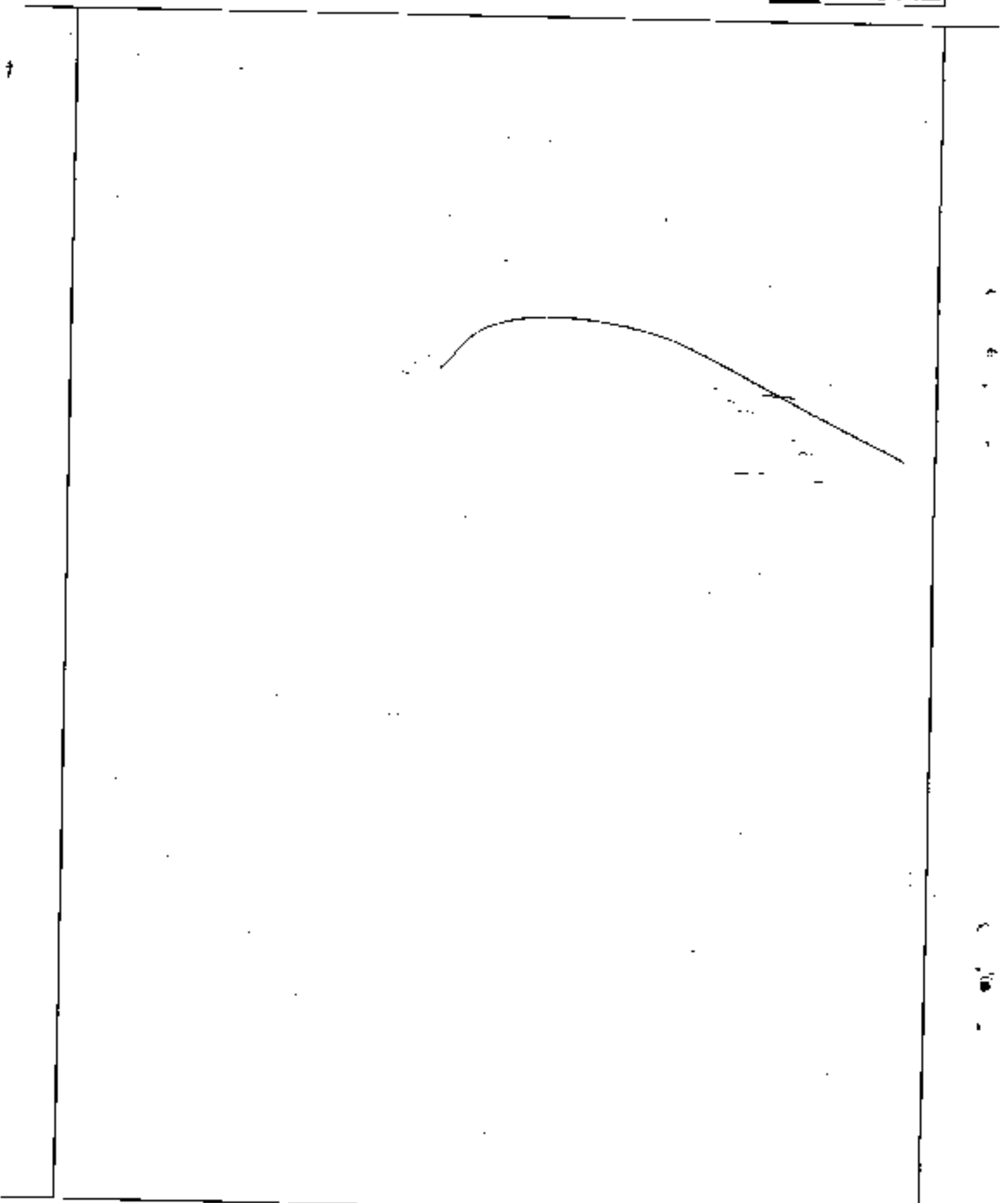


Remarks

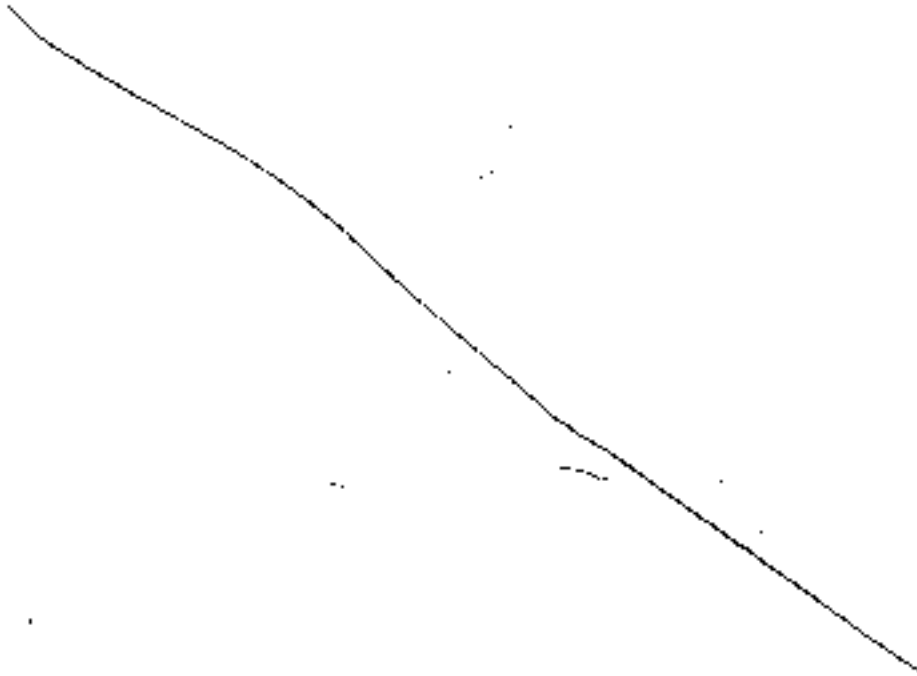
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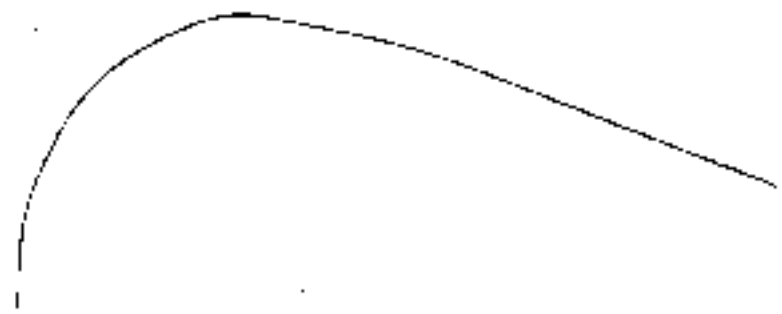
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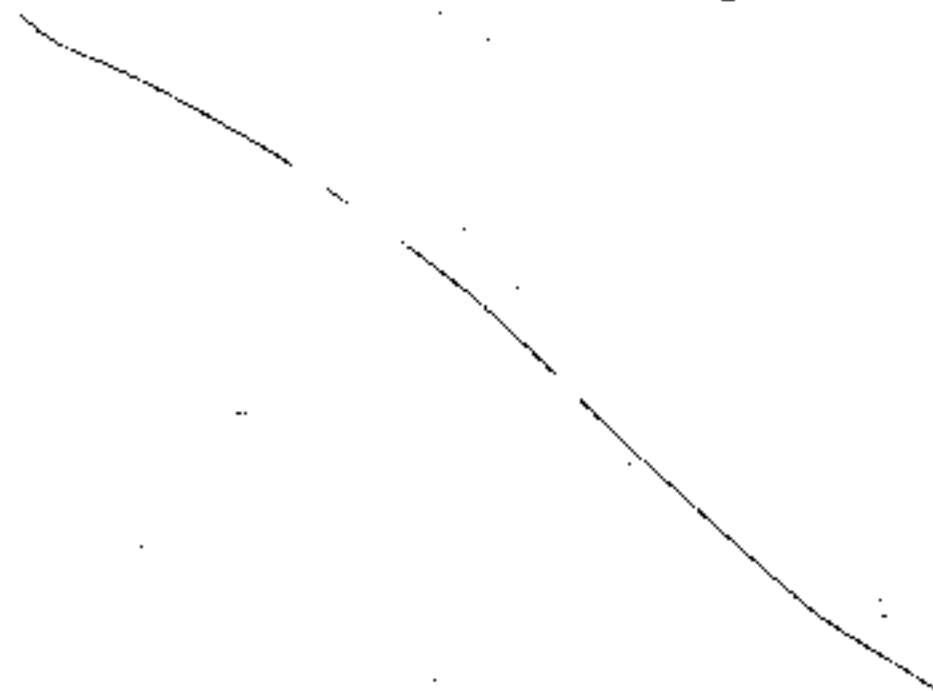
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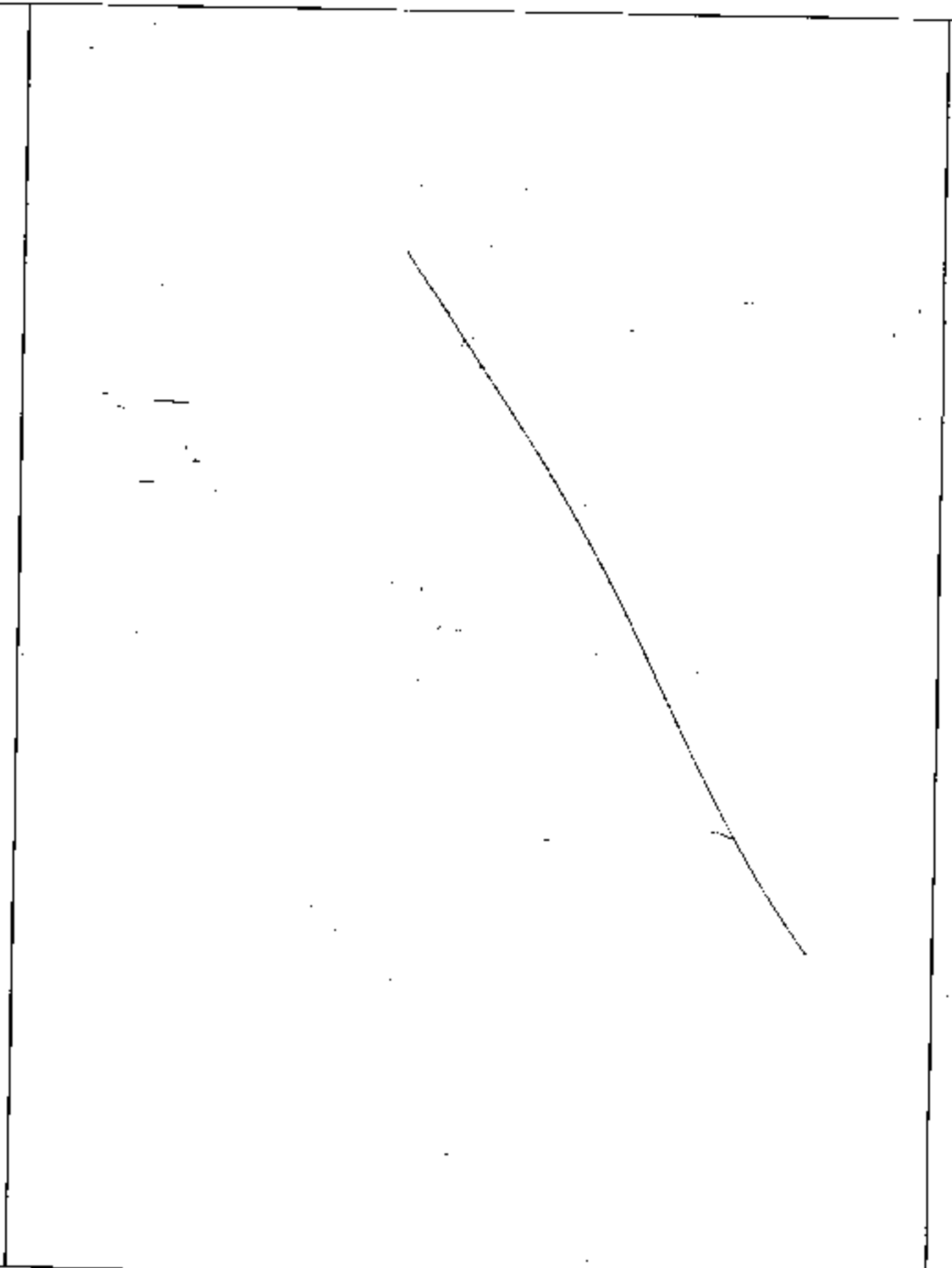
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