

Q: "From highly centralized planning system, India has moved towards Indicative Planning under which long term strategic vision of the future is built and nation's priorities are decided." Elucidate.

Ans: ✓ What is Planning?

- ✓ Soviet experiment - 1928 → 2/3rd of globe
- ✓ Countries of Soviet Bloc: Imperative Planning: inconsistent with democracy; element of compulsion
- ✓ India: 1947: ailing economy, infant democracy, dissipated forces; Strong Center needed to steer the economy.
- ✓ Democratic centralism: policy decisions taken by centre
- ✓ Public sector driven economy: address questions of industry, self reliance, egalitarianism. Pvt. sector lacked the kind of resources needed at that time to achieve the objectives set.
- ✓ 1991 → NEP: ↓ State intervention; Indicative Planning: more elements of IP: evolve consensus, fruitful partnership amongst all social partners in development: Govt., farmers, industry, trade unions, businesses, etc. "Indicate rather than dictate." With increased liberalization, planning became indicative, as was evident in 8th 5YP.
- ✓ IP: Role of Govt: enabler, facilitator, persuader, promoter, partner & NOT regulator/director.
- ✓ However, though the elements of IPT, role of the state continues to be important in the environment of scarcity unlike it is in the West. The State shall continue to play the key role in the welfare sector so that the glaring inequalities existing in our economy can be addressed.
- ✓ India → mixed economy, currently tilted towards IP
It's more a matter of degree than of kind in complex societies such as ours.

Q: "NDC is criticized as a usurping authority functioning as a virtual super cabinet." Explain.

Ans: ✓ K. Santharam: "Super Cabinet" (has PM, PC members and CMs as members)

✓ decisions of NDC generally adopted as it is (influential membership). e.g. decision by states to surrender sales tax on textiles, sugar & tobacco in lieu of additional excise duty was taken in single sitting of the NDC! Under normal federal political conditions, there would have been discussions in legislatures of all states.

✓ H.M. Patel: NDC's recos are policy decisions rather than advisory suggestions.

✓ Other views.

↳ Tardok Singh - "brings State govt. into organic relationship with organisation of planning at national level."

↳ V.T. Krishnamachari - "promotes collective thinking and joint action." on matters of national importance.

Q: "The Central Secretariat is a policy formulating, coordinating and supervisory agency besides being the principal executive agency of Govt." Explain.

Ans: ✓ CS: conglomeration of various ministries/departments of the Central Govt. It stands for the complex of departments or ministries whose administrative heads are designated as secretaries and whose political heads are ministers.

✓ Functions → Pg 314, Fadia

// CRITICAL Appraisal :

✓ ARC: CS → balance, consistency & continuity to admin; nucleus of total machinery of a ministry. Facilitated inter-ministerial coordination and accountability to Parliament.

Indispensable for functioning of Govt.

→ from dealing hand to the secretary

✓ to many levels of processing, excessive file notings, over grown, ponderous & slow moving organization, unwieldy & overstaffed, lack of delegation to executive agencies.

✓ It should limit itself to policy making and delegate execution to agencies

// Desk officer concept : effective but obviously opposed by Staff unions //

↳ they asserted their position in the JCM and forced govt to slow down implementation

Civil Services, District Collector, Union-State Admin & Legislative Rel^{ms}

Q: "Civil service neutrality is a ~~myth~~ fiction. How many thinking persons can be neutral?" Comment.

Ans ✓ British concept of civil service neutrality : essential to functioning of Parliamentary democracy subject to periodic changes in complexion of political party in power

✓ F.M. Marx : neutrality = acceptance of the discipline of working without reservation

✓ Fulton Committee : Civil Service should be flexible enough to serve govt. of any complexion.

✓ Appleby : Know about party politics but refrain from having a say in the matter.

✓ India : included in CCS Rules → politically, civil servants have been ostracised; they only have right to vote, secretly.

✓ However - last 3 decades → concept outdated & outmoded

✓ Dwivedi & Jain : impossible for an individual capable of judging problems pragmatically to maintain intellectual neutrality.

✓ large scale welfare programmes : neutrality neither possible nor desirable → commitment to goals inescapable → neutrality can't be allowed to degenerate into disinterestedness.

✓ Prof. C.P. Bhambhani → neutrality possible in consensus based society like that in Britain, not in conflict ridden societies like India. ∴ Neutrality is a falsehood

✓ Examples of civil servants joining politics after retirement -
- Mamji Shankar Ager, Yashwant Sinha, Jag Mohan

✓ Civil Service Neutrality is a thing of the past.

Q: "The weakest aspect of Indian administration is the grievance redressal machinery." Discuss.

Ans: ✓ Lack of a robust grievance redressal system until some time ago → arbitrariness, discretion, corruption

✓ Recent efforts → DARPG, PMO, Cabinet Secretariat

✓ CPGRAMS → central terminal maintained by DARPG

✓ PMO also maintains such a portal

✓ Need for more publicity and information dissemination

✓ Other developments in realms of accountability, citizen centric administration: citizen charters (as per Action Plan devised during CM's conference, 1997; effort being driven by DARPG)

Information Facilitation Centres

✓ RTI Act 2005

Sevottam

IS: 2005 : 15700

IS: 15700 : 2005

QMS

Q "There is no basic contradiction b/w civil service neutrality and Civil Service Activism."

Ans: ✓ Neutrality must not be allowed to degenerate into disinterestedness

✓ Concept of Neutrality, ICS: not inconsistent with commitment or activism → While an ICS officer was certainly politically neutral, and ever ready to implement policies laid down by any party in power, he was staunchly committed to the state and its constitution which reflected the dominant middle class value system of British Society

✓ But ICS functioned in a different environment → it was socially uncommitted

✓ Need for a committed administrative cadre also voiced by Smt. Indira Gandhi's coterie; criticised for inaction, inertia and status quoism.

✓ Thorny issue → to whom should the bureaucracy be committed? L.P. Singh → to professionalism, not a party or its programme, welfare and happiness of people

✓ Commitment should be towards philosophy behind the Constitution (Preamble & Directive Principles should be the guiding light)

→ Therefore the Civil Servant can be politically neutral and ^{at the same time} pursue activism while being committed to the Constitution and the people who he is meant to serve.

Q: Do State Services suffer in comparison with the AIS & CS?
= Suggest measures for enhancing the role, competence and impact of State Services.

Ans.: ✓ differences in emoluments, service conditions, career opportunities, rigor and quality of training

✓ possible measures: improvement in service conditions to attract the best talent, central subvention to states to meet these extra expenses, offering better career progression & opportunities in terms of exposure and training at institutions of repute, Comprehensive training at induction as is the case with AIS & CS.

✓ Exposure to modern administrative concepts, case studies on initiatives elsewhere, Good governance, management workshops, ICT tools, study tours, etc.

Q: "A fixed tenure in Civil Service postings can increase productivity, accountability and probity in Govt."

Ans: ~~→~~ Misuse of power of transfer by political leadership → has had a damaging influence on the morale of the Civil Servants

✓ In Britain, Cabinet Secy's average tenure → 10 years; In India, it is less than 3 yrs; favouritism has been practised in their appointment; b/w 1988 & 1996 → 7 cabinet secys in 8 years!

✓ The problem can be resolved by fixed tenure: The civil servant would get apt amount of time to get acclimatised with the peculiarities of the assignment, nature of external challenges, resources available and way of coordinating with men on ground. More importantly, having the opportunity to see through to end his initiatives would be a big morale booster.

✓ ARC made salutary reco of fixed term of 3 years for the Cabinet Secy. Similar model can be followed at other levels as well.

✓ enables him to withstand undue political pressure & act in public interest.

✓ Having scope of driving his initiatives to fruition would invite more involvement & commitment → job enrichment, Motivation theories

mass transfers of DMs and SPs before General Elections in UP

Q: "District Administration is like a small tortoise carrying the load of an elephant." Discuss.

Ans: ✓ Ramsay MacDonald aptly described DC with concept drawn from Greek mythology.

✓ The elephant of responsibilities of admin. grows in size and dead weight, with more sporadic and temperamental behaviour, demanding in devotion and less forgiving of error, & ∴ a more formidable ~~but~~ burden to carry.

✓ The irony is that the tortoise, instead of getting added nutrition, indulgent care and touch of cheer, is desired to grow lean and on the other hand develop thicker skin and show keen attachment. Smallest error can ~~lead to~~ amount to dereliction.

✓ Vivid & picturesque analogy of DC's condition → overburdened, under resourced and ever increasing expectations.

Q: (Pg 35) What are the tension areas in Union-State relations in Planning?

Ans: ✓ Bulk of funds assigned by Union to States → discretionary grants on recs of Planning Commission. Only a small quantum under statutory grants recommended by FC.

✓ PC, NDC: Super Cabinet; PC → proxy for the Centre

✓ States demand for ~~commensurate~~ share of funds commensurate with widening responsibilities

✓ Planning Comm. controls amount of grants, development activities and even legislative activities of States. e.g. land reform schemes of States were examined by Land Reforms Div of PC before bill incorporating them could be introduced in legislature.

✓ States' demand → make PC an independent autonomous body

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✓ FC, which is a constitutional body is being reduced to insignificance as compared to PC.

✓ Centrally sponsored schemes vehemently criticised. → lack of consultation, arbitrariness, ignorance of diversity of local situations.

✓ K. Subba Rao former CJI: Planning enabled the Union to tighten its financial grip over the states.

✓ ARC-1: reorganise PC, reduce its functions, confine its role to formulation of plans & evaluation of plan performance. Should not involve itself with executive functions and decisions.

✓ other view: K.M. Panikkar: State has to undertake huge schemes of national development & reconstruction which are beyond the limited resources of units. We keep carrying on with policies even when their *raison d'être* has vanished. Sovereignty of units is a similar concept. No state in India could alone undertake projects like Hirakud or Hindustan Steel.

✓ enlargement of field of Centre universal phenomenon.

e.g. U.S. → L.D. White - "march of power towards Washington."

✓ what is needed is coordination & integration of effort.

✓ Recs of Sarkaria Commⁿ: reforming PC, NDC; effective consultation with states, PC must be consulted in taking all major investment decisions; Involve reputed experts in PC (not seen as political appointees); CSS should be kept to minimum as per criteria laid down by RAMAMURTI Comm.; State Planning Board → same fno as PC at Centre, CM to chair SPB; Consultation with DPBs should be made obligatory for formulating planning at higher levels.

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Q: Discuss the problems in planning process at state and sub-state levels.

STATE:

Ans. ✓ As a result of ARC recos & PC's assistance → ^{many} ~~most~~ states set up State Planning Boards

✓ ~~SPB~~ SPBs: chequered history; half hearted bureaucratic support

✓ Structure: CM, Planning Minister, FinMin, Chief Secretary, other members

✓ SPBs: broad economic policies, perspective planning, plan formulation & evaluation

✓ resource scarcity, centralized decision making → meticulous state draft may not be of much use (this is states' argument)

✓ Authentic responsibility and status needs to be given to SPBs

✓ Sarkaria Commⁿ: SPBs have not been involved in "real planning work". Their role has remained ambiguous.

Sarkaria reco: SPBs should do for State what PC does for Centre. This would be possible only if states are given greater freedom and autonomy in planning their development as suggested by V. N. Dandekar.

DISTRICT:

✓ DPC: Art 243 ZD of Constitution

✓ Process: Distt. Vision → Block-Vision → Plan for Gram Panchayat/Municipality → Plan for Block Panchayats → Plan for Distt. → final integration & Consolidation by DPC ✓

Issues

✓ DPCs - if temporary, undermines their effectiveness

✓ DPC → fulcrum of planning effort of the distt.

✓ in most states, yet to function as envisaged in Constⁿ → neither consolidate nor prepare draft distt. dev plan

✓ funds tied down to schemes → limiting capacity to address local priorities

✓ ad hocism in Planning → mere collection of schemes & work integration mere summation - not synergistic integration

Q: "Training of civil servants for capacity building should be in consonance with the needs of the socio-economic and technological development of the country." Explain.

- Ans:
- ✓ Training is a critical component of human resource dev
 - ✓ L.K. Jha - Administrators are not born but made
 - ✓ important personnel function of the Govt.
 - ✓ pre-independence → emphasis on regulatory functions
 - ✓ post independence → emphasis on socio-economic dev
 - ✓ Liberalization in 1990s → efforts to reorient training programmes - good governance, transparency, objectivity, democratic decentralization, PRIs, infrastructural & industrial dev, citizen-centric approach
 - ✓ National Training Policy - 1996 : coordinated by Training Division, DoPT
 - ✓ upgradation of knowledge and skills
 - ✓ Sensitisation to evolving scenarios
 - ✓ right attitudinal orientation
 - ✓ Responsiveness, commitment, awareness, accountability
 - ✓ - reco : 1.5% of Dept's budget to training
 - ✓ - no suitable monitoring mechanism → tardy implementation
 - ✓ Mid career training → advocated by several committees :
 - Yugandhar Committee - 3 levels, Surinder Nath Committee : 25% weightage in promotion, Hota Committee : endorsed SNC's recos
 - Aiyaz Committee : longer duration mid-career training programmes
 - ✓ ARC-1 : national policy, training division, training cells in Depts., Extension of FC for all Class-1 services
 - ✓ ARC-2 : mandatory training at induction & periodically during career for all govt servants. Prerequisite for promotions.
rapidly changing environment, more demanding, demand for improved governance, paradigm shift in idea of governance, reinforcing forces of globalisation, urbanisation, democratisation, & IT Revolution

- ✓ Training needs analyses to design training programmes
- ✓ clusters of jobs & participants → clusters of training

Q: Describe the changing character and new orientations of Public Services in India since Independence.

- ✓ Ans ✓ pre independence: emphasis on revenue admin, law & order
- ✓ post indep. → socio-economic dev, welfare
- ✓ govt's responsibilities ↑, complexity of fms ↑, new & varied tasks
- ✓ Fulton Committee on role of Civil Services: earlier they were mainly passive and regulatory, now much more active and positive engagement
- ✓ Staunch support from Patel for retaining extant apparatus
- ✓ Nehru's time - efficient delivery of mandate with minimum politicisation
- ✓ subsequent regimes: politicisation of civil services
- ✓ corruption, chaos, moral degeneration; Machiavellian, less ideological & enormously populist.
- ✓ recent global trends.
- ✓ neutrality to activism/commitment
- ✓ T.N. Sesham: "polished call girls" at the service of the politician.
- ✓ systematic changes needed as recommended by ARE
- ✓ license permit raj which India spawned under the mixed system of economic dev reinforced anti-humanistic & anti-democratic attributes
- ✓ in new economic order, bureaucracy has to function as facilitator not controller; enabler not provider.

Q Decline in importance of DC.

Ans. ✓ no more the exclusive dispenser of govt. patronage & power in his jurisdiction. ~~He~~ → MPs, MLAs, local political & social bosses

- ✓ lesser time spent in distt. as compared to ICS; Overburdened;
⇒ lesser opportunities to know the people & their problems.
- ✓ No vital links with judiciary
- ✓ strain with police (police resents subordinate role)
- ✓ police - politician nexus
- ✓ PRI → new class of distt. level politicians with commanding considerable patronage and power.
- ✓ cross demands of elected representatives, local pressure groups.
- ✓ frequent transfers (politically influenced)
- ✓ necessary to redefine & reexamine role
- ✓ devolution of decision making to local levels should face no impediments. At the same time, unique administrative experience, expertise, & credibility of the office of the District Collector built up over a period of 200 years must be properly utilised.

Q: "The generalist character of IAS is its chief characteristic as well as its chief criticism." Comment.

Ans. ✓ Generalists : broad based education and training; Specialists : skilled in a particular ^{area} ~~endeavour~~ of human endeavour.

✓ 2 broad functional categories of Govt. → both play important role in rendering advice to political executive, policy formulation & implementation.

✓ Generalists occupy key positions & specialists subordinated → cause of controversy → India & U.K.

✓ Macaulay Committee on Indian Civil Service : 1854 favoured generalists. IAS inherited this feature when the mantle fell on it in 1947. Emphasis was on intellectual culture, superior liberal education & cultivation of mind.

✓ Fulton Committee, Britain, 1966 : recommended abandonment of the prevailing philosophy of the amateur (generalist)

✓ IAS : emerged as elite corps occupying key positions

✓ Predominance of generalists : discontent. e.g. in U.P., Engineers' Association boycotted meetings taken by IAS D.C.

✓ Even in scientific ministries like MNRE, Secretary is an IAS officer. DG's boss in home ministry is an IPS

✓ Service rules also discriminate b/w generalists & specialists.

✓ Indira Gandhi voiced her concern over the scenario as early as 1967, → brightest minds chose engg. & medicine. If they go into govt., they are soon overtaken by the generalist administrator. This must change.

✓ ARC — Top posts should be open to other cadres as well, Parity in status & pay essential.

Specialists' arguments :

✓ planned development needs scientific temper.

✓ complex & technical problems of modern administration.

✓ new deves in fields of S&T, social sciences, HR, admin, etc.

✓ every sphere: economic, social, agri, etc. has own body of academic requirements plus technical skill.

✓ this has alienated many of the best and brightest products of higher institutes of learning. 70% of IITians migrated to the west.

Generalists' arguments

✓ high ~~q~~ calibre of recruits + wide and varied experience
→ better equipped to man senior management jobs.

✓ scheme should not only be technically sound but also has to be examined from various points of view. → financial, legal, administrative, political, etc. Many depts/orgs may have to be consulted. R.C.S. Sankar : former chairman, UPSC → he must understand the interplay of political, economic & social factors and should have the ability to reconcile conflicting interests and bring together experts to evolve a policy which will subserve common good, even by sacrificing, if needed, technical excellence.

✓ Ridley : admin function not dependent on single form of tech expertise

✓ Admin today is as much a profession as law or medicine

✓ RCS Sankar : seasoned IAS not an amateur or a generalist, he is a specialist or professional in administration.

✓ Specialist has narrow & sectarian outlook, Over enthusiastic about his own particular subject, he lacks wider perspective.

There should be somebody to see totality of the situation.

✓ R.C.S. Sarker: nature of work & training of a specialist is a handicap for assuming policy making and administrative responsibilities.

Solution to the controversy

✓ functions complimentary, one can't replace other.

✓ ARC → induct both into Senior management, pay parity, regroup all present services into 6 functional groups → IAS will have a pure functional role of revenue admin. & regulatory work. (not accepted by Govt → limiting IAS would defeat its purpose); unified hierarchy → common Indian Union Service based on combined exam & uniform emoluments (like it is in Pakistan)

✓ PC, DAE, DoS, DST → headed by scientists as secretaries

✓ Constitution Review Commission, 2000 → above JS level, recruit from all sources including open market.

• Specialise some generalists & generalise some specialists through proper career management. Specialist should not be required to play second fiddle to the generalist at the top.

Q: "The District Officer as a chief agent and representative of state serves as a channel of communication b/w the Govt. and the residents of the district."

Ans: ✓ basic territorial unit of admin in India is district. It is at the district level that the common man comes into direct contact with the govt.

✓ DC: Kingpin of Dist. Admin. His office has been variously described as "eyes & ears of the govt.", "keystone of the arch of admin distt. admin." & recently in more benevolent terms, i.e., "mainspring of development", "advisor, educator & helper"

✓ Though there has been decline in his authority post independence his functions have expanded enormously.

✓ Revenue admin, Executive magistracy, law & order, licensing and regulatory authority, disaster management, Elections, Food & Civil Supplies, Welfare, Census, Coordination, Economic development, HRD, RD, Local Self Govt., Planning, IT

✓ Public Relations & Publicity: DIO reporting to DC
↳ popularise Govt's schemes and programmes

✓ His office, therefore, embodies a mini govt. at distt. level
→ He serves as a channel of communication.

✓ Chief Information & Grievance Redressal Officer of Distt.

✓ In recent years, he has been sidetracked by local MPs, MLAs, & new class of politicians thrown up by PRTIs. However, he continues to be the "eyes & ears" of govt. at the distt.

✓ aphorism: In Indian PA: "tent is mightier than the pen"
→ contact with people, regular tours, oversee implementation

✓ people no longer subject, servile, uncomplaining → DC has to explain, convince, persuade, not coerce them

Q: "One of the greatest weaknesses inherent in a federal polity is the possibility of conflict of loyalty and responsibility on the part of public servants as b/m Central & State Govts." Elaborate & comment.

Ans: ✓ India unique among federations in having some of its most important public services in common b/m Union & States.

✓ Legacy of the past and result of a federal system evolving through the process of devolution from a unitary govt. (rather than a compact b/m units.)

• Rationale for continuance after Independence:

✓ greater efficiency in admin of Union & States

✓ unity & solidarity by combating parochial attitudes

✓ All officers less susceptible to local & regional influences

✓ rotation b/m Centre & States : facilitating liaison

✓ can give independent advice to state ministers

✓ emergency under 356 : Prez can count on AIS machinery

✓ Counter Views : • backward states under represented in selections.

✓ incompatible with federal scheme

✓ States' control over services is restricted

✓ loyalties divided : tend to look up more to Union than states for protection → suspects in eyes of state govt.

✓ Negative impact of on state services' morale

• higher costs of AIS : burden

✓ encroachment on state autonomy

✓ AIS → larger salaries → more expenditure

✓ Centre State row over transfer of 3 TN IPS officers in 2001 ?

✓ SARKARIA : AIS necessary, should be strengthened, more specialisation, regular consultation b/m Centre & States on management of AIS → Advisory Council for Personnel Admin of AIS

Q: "In-service training of officers belonging to higher civil services has been perhaps the most conspicuous development in Indian Administration." Discuss with reference to training designed for the IAS officers.

Ans. ✓ need → as officer moves up in hierarchy, nature of his job changes.

✓ mid career training → compulsory programmes

✓ 1986 → structured system of compulsory mid career training for IAS → one week every year & 4 week at 3 levels in career.

└ 2 week programme at 6-9 yrs, 10-16 yrs, 17-20 yrs each

└ 1 week programme every alternate year from 10 to 30 yrs

✓ Ethics, leadership, ICT, trade, infrastructure financing, etc.

✓ 2 week programmes → broader in coverage 1 w progs.

• 2007 → new & more comprehensive system

✓ brings entire batch of a particular year for training

✓ mandatory for promotions

✓ Phase I & Phase-2 : induction

✓ Phase III & IV → mandatory req. for promotion to JAG & Super time scale respectively; (8 weeks each)

✓ Phase 3 : 7 to 9 yrs; Phase 4 : 14 to 16; Phase 5 : 4 weeks (26 to 28)

✓ Phase 5 : minimum for Addnl Secy / Secy & increments

✓ DOP working on modalities of Phase 3, 4, 5 (12 it already handles)

✓ LBSNAA being upgraded & re-equipped

✓ Alagh Committee recs : Phase 3 : Duke University, TERI

Phase 4 - IIM Bgbr, Syracuse Univ., Phase-V - KSG, IIM Ahd.

✓ Phase 3 : project mgmt. & execution

✓ Phase 4 : policy formulation

✓ Phase 5 : policy evaluation, leadership, international issues

✓ IAS officers have to work in different sectors of whom they aren't expected to have deep knowledge. What is needed is a broad understanding of the sectoral issues and concerns.

✓ Rapidly changing global environ:

✓ Mid career training equips them with knowledge & perspectives so as to keep abreast with these changes.

LACUNAE

✓ minimal value attached to training programmes by senior officers (not taken seriously)

✓ no formal evaluation of performance of trainees

✓ reports of mismatch b/w objectives & design of programmes.

✓ focus more on senior levels → middle & lower levels are also important

✓ inadequate emphasis on Administrative Law (Large no. of civil servants discharge quasi-judicial functions.)

✓ no fees for penalty for non-attendance

✓ low fees paid to training institutions.

✓ absence of a mechanism to monitor implementation of NTP.

Bureaucracy and Development, State Govt. & Administration, Financial Management, Admin Reforms, Rural Dev, Urban Local Gov, Law & order Admin, Significant issues in Indian Admin.

Q: "The more developed an administrative system 'became greater the likelihood that it would have developmental effects.'" Comment.

Ans: after doing dev admin. - Paper-1.

// a World Bank Study: positive causal relationship b/w improved governance and development outcomes. It is widely agreed that good governance is the sine qua non for sustainable dev & improved quality of life //

use Rigg's concept of reciprocity

give 3rd word dev perspective } 2nd view.
+ve formalism

Q: "The thrust of development admin. failed to emerge the Indian Bureaucracy," Comment.

Ans: ✓ Indian Bureaucracy: numerous dysfunctional constraints -

colonial ethos - authoritarian, unresponsive, paternalistic in public dealing, displays all demerits of Weberian model - lack of dynamism & initiative

✓ Development admin - result oriented, dynamic & flexible in approach, participation, responsive & accountable mgmt.

✓ Socio economic background of majority of civil servants make them conservative and rigid.

✓ bureaucracy: red tapism, division of work, formalism, hierarchical arrangement of offices

✓ Joseph La Palombara: for developmental purposes, Weberian characteristics of bureaucracy should not take precedence over target achievement.

✓ Developmental bureaucracy: supposed to: promote creativity and growth, bring about apt changes in values, attitudes and behavior of individuals in the society; concurrence and active involvement of people.

✗ ∴ currently, the bureaucracy in India with all its faults is considered a misfit in the developing country like India where speedy change is needed to bring about socio-economic transformⁿ. The thrust of dev admin has failed to energise the Indian bureaucracy.

✓ Where commitment to development needs and programmes have been called for, bureaucracy has been found to take shelter under conservative neutrality.

✓ Gerald E. Caiden: "Success breeds fixation rather than flexibility".
↳ "Innovation permeates slowly"

Q: With reference to India, discuss the assertion that administrative reforms are multi-dimensional and need to be substantiated by reforms in other related areas of state action.

Ans: ✓ A govt. dept may ~~decide~~ overhaul its citizen interface - citizens charter, grievance redressal, ICT facilities → accessibility but all this would be futile in absence of state action in the fields of awareness, literacy, education, inclusion, ICT penetration, etc. Therefore, a holistic approach would imply action at both front & back ends, that is, citizens should have the wherewithal to access the new features offered by a reformed administration.

✓ Admin^{ref.} does not work in a vacuum → inter disciplinary and multidimensional; otherwise → disequilibrium.

Imbalances & dysfunctionalities.

- ✓ Riggs: Admin. Reform is a problem of Dynamic Balancing
 - ↳ political context, influence of political environment
- ✓ new tasks for admin in a changing scenario
- ✓ needs fundamental & functional improvements
- ✓ needs planning, educational rearmament, skill generation attitude formation & host of other structural-functional changes. → Success of admin reforms postulates an interdisciplinary approach.
- ✓ 1990s - NEP - Good Governance

Q: The prevalence of multiple channels for transfer of resources from the Centre to the States is stated to have compounded the problems of federal fiscal arrangements.

Q Discuss.

Ans: ✓ 3 channels of systematic central transfers in support of State budgets -

- ✓ (i) formula driven general revenue sharing and statutory grants.
- ✓ (ii) formula driven general purpose transfers to support state dev plans
- ✓ (iii) discretionary transfers from for central sectoral projects from central ministries.

- ✓ Statutory grants under Art 275 have been decreasing and discretionary grants under Art 262 have been forming the bulk of transfers: doesn't augur well for federal spirit.
- ✓ Inter state equity in transfers has been violated
- ✓ States have suggested strengthening the FC & improving collaboration b/w FC & PC.
- ✓ 3 instances when recos of FC weren't accepted → states protested
- ✓ multiple agencies with overlapping jurisdictions
- ✓ Segregation of state budget into plan & non-plan has found to be untenable & has complicated expenditure decisions.

put in recos of Sarkaria & Ramamurthy
 ARC ← SPB ↓ CSS

Q: Public Interest Litigation: changes since 1980s.

Ans. ✓ Litigation for the protection of public interest.

- ✓ introduced in the court of law not by the aggrieved party but either by the court itself or by any other private party.
- ✓ it must be proved however that it is in public interest and isn't frivolous.
- ✓ court can proceed suo motu or on petition of any public-spirited individual.
- ✓ origin - 1980s → Justice P.N. Bhagwati & Justice V.R. Krishna Iyer were among the first to admit PILs in the court
- ✓ instances when even letters & telegrams have been taken

up as PIL & heard by the court.

✓ Justice Krishna Iyer: "The judicial activism gets its highest ~~reward~~ bonus when its ~~actions~~ orders wipe some tears from some eyes."

✓ Cunningham: "Indian PIL might rather be a Phoenix: a whole new creature arising out of the ashes of the old order."

✓ Anglo Saxon model of adjudication → procedural technicalities such as locus standi and adherence to adversarial system of litigation → courts were accessible only to rich & powerful

✓ Emergency (1975-77) → ~~also~~ witnessed colonial nature of Indian legal system; state repression, govt. lawlessness; deprivation of civil & political rights

→ Post emergency → SC disregarded impediments of Anglo Saxon model → Justice Iyer & Bhagwati

✓ PIL emerged as a result of informal nexus of pro-active judges, media persons & social activists.

✓ PIL is necessary rejection of laissez faire notions of traditional jurisprudence

✓ 1st case - 1979: undertrials of Bihar → 40,000 released

✓ rules pertaining to locus standi considerably relaxed

✓ PIL has been an instrument of social change - SC has used it for prohibition of exploitation of workmen, enforcing rights of child employees, release of bonded labourers, eradication of child prostitution, devadasi system, gogiri system tradition, & rescue & rehab

extensive areas of adjudication has been covered by PILs

Q: States with record of good governance, it is argued by spokesperson of some states, lost their earlier share from the FC's award.

Ans.

Q: The 2nd ARC in its 10th Report, observes that "the common perception is that the incentive structure in govt. is too weak & inadequate to motivate better performance." Elucidate.

Ans. ✓ weak incentive structure vis-à-vis the market

✓ even promotional tools not used for motivation → seniority rather than merit/competence/performance

✓ minimalist approach of Public Servants in their functioning

✓ Motivation factors important

✓ Herzberg's motivation-hygiene theory

✓ "ideal benefactions" losing relevance in market economy

✓ 6th PC → transactional & relational benefits?

✓ exodus of scientists from DRDO & other scientific ministries as a case in point.

Q: "NGOs play a catalytic role in enabling communities to define their own priorities."

Ans. ~~As per~~ ^{with} paper-1.

Q: FRBM Act 2003. Is optimism unwarranted?

Ans. ✓ to rein in govt. borrowings

✓ Rev. Def = 0; Fiscal Def = 3% of GDP by 2008-09

✓ Govt. showed considerable fiscal prudence & FD had got down to 2.7% in 2007-08

✓ in 2008-09, fiscal caution has been thrown to the wind for giving stimulus to the economy

✓ Despite recession, govt. gave bonanza to govt. servants - 6 CPC
↳ cascading effect on institutions funded by govt, pension liability & state govt who mostly adopt central pay scales

✓ huge outlays on NREGS, Rural Housing, PMGSY, DWS
(election considerations rather than fiscal prudence)

✓ poorly designed, large leakages

Q: "Law & order problems of the twenty-first century cannot be handled through legislations and structures of the 19th century." Give suggestions for transforming the law and order machinery at the State level.

Ans: ✓ The present structure of Indian police is ~~pace~~ based on the Police Act of 1861.

✓ PA, 1861 → colonial model - shaped as an instrument of coercive power of the establishment. Ignored the basic principles of policing viz, to be accountable to the citizens, beholden to judicial control and work for prevention of crime by winning trust and cooperation of the people they serve.

✓ Even the Police Commission of 1902 appointed by Lord Curzon found it wanting in many respects - corrupt, inefficient, oppressive

✓ Concept of the police needs to be transformed: 'force' to 'service' That is why 'IP' → 'IPS'

• Committees: Kohli Committee, 1966 → recs on practical training,

✓ Gore Committee, 1974 → recs on training, sensitizing trainees to changing scenario, tougher physical training, sandwich

? pattern of training; ✓ Ribeiro Committee, 1998 - Security Commission in each State: Police Performance & Accountability Commⁿ (PPAC),

→ oversee Police, transfers in ^{concurrence} consultation with PPAC, Dist Police Complaints Authority (DPCA), Dist Police Establishment Board,

✓ Palmanabhaiah Committee, 2000, ✓ Malimath Committee - 2001-2003

✓ National Police Commission, 1977 (Shri Dhanendra Dharma Vira)

eight reports - judicial inquiry mandatory for specific crimes, Adml Sessions Judge: Dist. Inquiry Authority (DIA), enlarge law Commission as Criminal Justice Commission → monitor performance of all agencies, State Security Commissions, Statutory Tenure of Service of chief of Police, Chief of Police to be selected

by panel of 3 IPS officers of that state. Panel to be prepared by committee headed by UPSC Chairman. Protection against whimsical transfers/~~or~~ suspension: Competent authority to be identified in the act., Special Investigation Cell to monitor investigations under Civil Rights Act (weaker sections). IG to be sole incharge of posting of SPs in distt.

✓ Public perception: "closed fraternity, rude, cruel, corrupt, partisan, politically pliable."

↳ Reason: outdated police system

Suggestions

• What the police can do?

✓ fair, transparent & quick redress of complaints: "police adalats" to receive and respond to public grievances?

✓ build bridges, appoint honorary police officers from amongst respectable members of public? — augment police efforts

✓ What can the govt. do? → implement plethora of recos put forth by NPC. Major overhaul required.

✓ What can the people do?

old ady adage: every society gets the police it deserves
not to disparage police w/o justification, cooperate in law enforcement

Some priority areas

✓ Recruitment — "If the foundation stone is crooked, the wall cannot be straight," — Sheikh Saadi; psychological & aptitude test as reco by Gore Committee, 1971

✓ Training

✓ Police-public-media-relations: mutual solicitude & cooperation

✓ Diversion of staff to non police tasks must stop

✓ Legislation — outdated 1861 Act must be revised

✓ Police board in every state — minimize political interference

Q: "The ~~rec~~ recommendations of the 2nd ARC on reforming the Civil Service are radical yet implementable." Do you agree?

Ans: The challenges of refurbishing personnel admin are substantial and urgent

✓ Civil services - have made vital contributions to national dev but - not adequately equipped to function in a dynamic economy

Improved ~~ff~~ performance of Civil Service is an imperative if India is to take its rightful place as a global power.

• Some reforms recommended -

✓ National Institutes of Public Admin → Graduates to take CSE

Other disciplines → bridge course

✓ Change in Examination cycle (shortening)

✓ Age of Entry (decrease → 25 for Genl.)

✓ mandatory training at induction + periodic training → All Govt. Serv.

✓ New Civil Services law

✓ Change in pattern of Exam: optionals to be done away with

✓ Monitoring mechanism for NTP, 1996

✓ Performance Management System

✓ All these reforms are proposed to be given statutory basis through the new Civil Services Law. These reforms when implemented, will help build a forward looking but cohesive civil service welded together by shared values and public service rather than bound by conformity to regulation and systematic rigidities.

d. Brief discussion on the main recos:

Ans. Paul Appleby (1953 & 1956)

TOR: administrative organisational practices

✓ commended India as one of the dozen or so most advanced govt. in the world & then went on to call it archaic, feudalistic & unimaginative.

✓ recos: structural changes through creation of middle level functionaries; personnel dev training programmes; Creation of O&M organisation in the Govt. of India. 2 recos implemented: establishment of Institute of PubAd at the national level and of O&M org.

Santhanam Committee (1962)

✓ mandate excluded ministerial level corruption //

✓ appointment of a Vigilance Commission

✓ Ombudsman on the pattern of parliamentary commission for investigation in New Zealand.

✓ All civil servants, ministers & legislators should declare assets.

✓ Political parties should disclose funds from pub. sector

✓ amendment of rules, laws, procedures → removal of ambiguities, complexities & loop holes.

✓ 137 recos, 106 accepted → IPC amended, SPE strengthened, Art 311 amended (legal action on matters of corruption expedited) CVC established.

Hota Committee on CS reforms (2004)

✓ decrease in age of entry

✓ invoke probation rules to weed out unsuitable OTs

✓ rigorous review after 15 yrs of service & periodically

✓ after every 5-7 yrs - spend 2 months with NGO/Acad/Pvt

✓ Structural & legislative changes to weed out corrupt officials.

6th CPC

✓ Performance related Incentive scheme (PRIS) : pecuniary remuneration over & above pay. (in place of ad-hoc bonus scheme)

✓ market driven compensation package to young scientists & posts requiring special expertise and professional skills.

✓ Certain posts in SAC & HAG requiring specialized expertise to be opened for suitable officers within govt. & outsiders on contract. Shift from career based to post based selection in the higher echelons of Govt. in order to get the best domain based expertise.

✓ Implementation of revised pay scales from Jan 1, 2006

✓ minimum : maximum :: 1 : 12

✓ every post except secretary & Cabinet Secretary to have associated grade pay. Total grades reduced to 20 across 4 pay bands.

Ayyangar Committee, 1949

✓ 1st major review of working of machinery of C.G.

✓ grouping Ministries into four bureaux, limit no. of Depts., divide Central Secretariat into primary units, depts., central admin offices and Cabinet Secretariat. Total 20 Ministries, each having 3 categories of Ministers (Cabinet, State, Deputy)

Gorwala Report, 1951

✓ delegation of certain financial powers to admin ministries & HODs

✓ lack of harmonious relations b/m Minister & Secretary

✓ recruitment, training

✓ PSEs : suitable control, direction, mgmt, new devices different from ordinary govt. admin.

ARC-1, 1966

- ✓ "desk officer system" - only 2 levels of consideration below Minister
- ✓ Dept. of Personnel
- ✓ Inter State Council - Art 263
- ✓ Finance Comm. to recommend distribution of plan grants to states
- ✓ delegation of max power to states to implement Centre's projects
- ✓ unified grading structure
- ✓ functional field to be carved out for IAS
- ✓ Civil Service Tribunal
- ✓ Strengthening of IAS (indispensable in ARC's view)
- ✓ Lokpal & Lokayukta
- ✓ PC should confine itself to Planning & evaluation (not executive functions)
- ✓ // both husband & wife shouldn't work in Govt. //
- ✓ bifurcation of distt. admin into regulatory & development.
DC should head the former, PAA to head the latter

Sarkaria Comm - 1983-87

- ✓ bifurcate residuary power of legislation (Art 248) - taxation with Centre, others to be in Concurrent list
- ✓ Consult State govt. when legislating on items in Concurrent list
- ✓ Governor: eminent, detached. Consult CM in Gov's appointment.
- ✓ on bills reserved by Gov: Pres to dispose within 4 months or return within 2 months
- ✓ Continue with AIS
- ✓ NDC → NEDC (~~Art 263~~) ?
- ✓ Inter State Council
- ✓ Zonal Council
- ✓ Decentralization of Planning process.
- ✓ Liberalise financial relations in favour of states.

1988 → Satish Chandra Committee

- ✓ (1) Essay paper in Mains (12) medical & engg subjects (13) increase marks of personality test from 250 to 300 (4)

↳ recs accepted and operational 1993 onwards.

Y.K. Alagh Committee : 2000

- ✓ insulation of Civil Services from the vicissitudes of politics.
- ✓ Vest authority to post and transfer in independent boards.
- ✓ lowering age limit for recruitment : economic cost of taking the exam at higher age affects candidates from poor families.
- ✓ exposure to field oriented development activities
- ✓ passing the interview be made mandatory
- ✓ psychological tests for candidates.
- ✓ do away with optionals.

Surinder Nath Committee (2002) → system of Performance Appraisal

- ✓ system of scrutiny through computerisation, openness, ~~grade~~ numerical grading, health checks,
- ✓ 360° Reporting : evaluation by peers, subordinates, clients. (Structured surveys by Eminent Persons' Group)
- ✓ Promotions ^{also} based on performance of the sector :
e.g. Disinvestment Secretary should be promoted only if his sector performs well w.r.t. target over a given period.

Yugandhar Committee (2003) : review in-service training of IAS

- ✓ 3 mid career programmes : phase II, IV, V
accepted with some modifications & introduced in 2006-07

PUNCHHI COMMISSION : 2nd Commission on Centre-State Relⁿ - 2007

- ✓ amend Art 355 & 356 → enable Centre to bring specific trouble torn areas under its rule for limited period
- "Localising emergency provisions" → duration < 3 months
- ✓ amend Communal Violence bill & allow deployment of Central forces without State's consent for short period. (1 week)
- Post-facto consent should be taken from state.
- ✓ appointing CM in hung house: order of preference
 - > largest pre poll alliance
 - > single largest party with support of others
 - > post-electoral coalition with all parties joining
 - > post-electoral alliance with some joining & others supporting from outside
- ✓ Governor: right to sanction prosecution of Minister against CoM's will
- ✓ End to convention of making govt chancellors of unis.
- ✓ Gov's office: candidate: no active politics at least 2 years before
- ✓ fixed 5 year tenure, removal through impeachment
- ✓ CM to have a say in Gov appointment
- ✓ Gov appointment panel: PM, HM, Speaker, CM, VP
- ✓ Gov should not sit on decisions → decide within 4 months
- ✓ Give more teeth for National Integration Council

Q: What ails municipal services?

- Ans. ✓ top level positions manned by AIS & state service officers,
✓ deputationists of state govt get better perks → demoralising
✓ Despite the need, no. of positions less than required
✓ Selection commissions defunct, positions to lie vacant
✓ ~~provisions~~ ~~across~~ promotion avenues scanty
✓ inadequate training infrastructure
✓ ad hocism in transfers, political patronage & whims
✓ desirable to have a separate cadre, with ~~professional~~
develop professionalism.

Q: Chief Secretary v/s Cabinet Secretary.

A. Similarities: chief coordinator, chief advisor, heads of civil services, Secy to cabinet, ~~admin heads of secretariat~~, both offices originated at central level

B. Differences

Chief Secretary

Cabinet Secretary

- | | |
|-----------------------------------|--|
| ✓ more powers & functions | — less powers & functions |
| ✓ admin head of state secretariat | — not the admin head of central secretariat |
| ✓ Chief of the secretaries | — primus inter pares |
| ✓ in charge of some depts | — no direct charge of any dept. |
| ✓ Residual legatee at State level | — not residual legatee at centre. (PS to PM is Residual legatee, who is admin head of PMO) |

Do PPP from October Yojana

→ until 2010, exam pattern has been based on Kothari Committee recos, 1976, (Implemented 1979 onwards)

Main recos

- ✓ Unified scheme of exam for All India & Central Services (Class I) → CSE Scheme
- ✓ 3 stages of CSE scheme → prelim, mains, Post training test at end of foundation Course
- Result of Stage 3 + Mains → ranking
- ✓ Stage 1 & 2 closely linked and together constitute first phase → can be implemented immediately.
- Stage 3 implementation will need time & reform of National Academy of Admin.
- ✓ 10 times vacancies → give mains
- ✓ 21 - 26 years
- ✓ 2 attempts allowed in PT & mains
- ✓ Scheme of PT and mains (as it was in 2010)
- ✓ 2 times vacancies → give interview
- ✓ Essay paper in mains

