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## PUBLIC ADMINISTRATION (TEST CODE : 664)

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Q. No.	Maximum Marks	Marks Obtained
<i>✓</i> 1.(a)	10	
<i>✓</i> 1.(b)	10	
<i>✓</i> 1.(c)	10	
<i>✓</i> 1.(d)	10	
<i>✓</i> 1.(e)	10	
<i>✓</i> 2.(a)	20	
<i>✓</i> 2.(b)	15	
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<i>✓</i> 4.(a)	20	
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<i>✓</i> 4.(c)	10	
<i>✓</i> 5.(a)	20	
<i>✓</i> 5.(b)	20	
<i>✓</i> 5.(c)	10	

Total Marks Obtained:

Remarks:

Signature of Examiner

### INSTRUCTIONS

1. Do furnish the appropriate details in the answer sheet (viz. Name, Registration Number and Test Code).
  2. There are FIVE questions printed in ENGLISH.
  3. All questions are compulsory.
  4. The number of marks carried by a question/part is indicated against it.
  5. 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.
  6. Word limit in questions, if specified, should be adhered to.
- Any page or portion of the page left blank in the Question-Cum-Answer Booklet must be clearly struck off.

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## EVALUATION INDICATORS

1. Alignment Competence
2. Context Competence
3. Content Competence
4. Language Competence
5. Introduction Competence
6. Structure - Presentation Competence
7. Conclusion Competence

Overall Macro Comments / feedback / suggestions on Answer Booklet:

1.

2.

3.

4.

5.

6.

All the Best

1. (a) "Rajmanna Committee tried its best to mould Indian Constitution on American model" (Punchhi Commission). Comment. 10

Rajmanna committee appointed by TN government suggested strong recommendations to resolve prevailing unitary trend such as:

- 1) Article 356 should be repealed from Constitution (which provides for President's rule)
- 2) central planning method is discriminatory and PC should be abolished.
- 3) All India services should be abolished.
- 4) Finance commission should be made a permanent body.
- 5) Residuary powers should be allocated to states.
- 6) An inter state council should be established to resolve the conflict & increase coordination.

Thus, by these suggestions, Rajmanna committee tried to change character of Indian constitution from strong unitary trend to federal polity

where states have the maximum autonomy and power and centre plays only a coordinating and supervisory role.

1. (b) "New Localism is a realistic response to the complexity of modern governance" Comment. 10

New localism refers to central government's initiative to set up local partnership in governance through formal legislative or constitutional measures.

The rationale behind this seems relevant to present circumstances because

(i) it provides a uniform standard for local govt framework through

—out the country.

(ii) It helps in capacity building at organisational and personnel level.

(iii) It helps to prevent parochialism of local leaders from taking over the governance.

(iv) Global best practices can be better utilized with expert knowledge at local level.

(v) The self-interested nature of leaders at local level should be curbed through checks and balances at upper hierarchy of governances.

(vi) Uniform audits, accounting, election provisions can be established for measures of accountability of local leaders.

The modern governance throws wide challenges eg use of ICT, cyber crime, scientific solutions to municipal problem eg solid waste management which need support of upper echelons and new localism provides for it.

1. (c) Indian administrative reform effort has been conservative or orthodox, not breaking radically newer ground, but only modifying the existing structures and processes. Discuss. 10

The process of administrative reforms in India has been only incremental, that too partially. Radical changes in administration have not been able to come up due to following reasons:

- 1) Lack of political will
- 2) Bureaucratic dominance and resistance to changing power balance after reforms
- 3) Lack of training in manpower to switch to newer changes.
- 4) Parochial outlook & 'finding comfort with status-quo' tendency.

Except for few big bang reforms such as third tier in the form of 73rd & 74th amendment, changes in recruitment pattern of civil services, entry to people with technical background, framework of separation of accounts from audit; much of the committee's recommendations, eg First & Second ARC, Paul Appleby, Nita Committee have not been accepted by

government.

Most of the reforms are changes necessitated due to changing circumstances and methods & to the pursuit of adjusting administration to them & hence have been orthodox and conservative.

1. (d) "Decentralization is not necessarily conducive to Local Democracy."  
Comment. 10

The focus of decentralisation has been on the devolution of administrative, organizational and financial powers from higher levels of govt to lower levels.

This subordination of local governance in its elf is not conversant with the idea. Rather, the initiative should come from below. The powers, functions and authority should be

derived from constitutional authority and must not be dependent on upper hierarchy.

Other reasons where this may have an adverse effect:

1) Responsiveness and efficiency might be adversely affected by less capacity and skills at local levels.

2) Heavy taxation for municipal services may add to the burden of people.

Local democracy can not thrive when even approval of budget, new posts or new services need approval of state government. It will only be an apparent community participation and no real authority.

SARC has recommended that states should devolve all functions under 243G and 243W to strengthen spirit of local govt. Disputes, resolution should be resolved through local body ombudsman only.



1. (e) Politicization of crime and criminalization of politics inevitably becomes a two way process. Substantiate with N.N. Vohra committee report. 10

Crime and politics will reinforce each other if they collaborate or collude. The same concept of crime-bureaucracy-police-politics nexus was put forward by NN Vohra committee.

(1) Especially, in mafia and gang cases, police has been ineffective because our criminal justice system is made for individual offences.

(2) The non-transparent funding of political parties and candidates gives an avenue to criminalization of politics and this 'investment' is later on rewarded by politicians by providing shelter to criminals.

NN Vohra committee suggested :

(1) setting up of parliamentary committee on ethics to implement code of conduct

(2) legislation on serious economic offences (also suggested by SARF)

(3) cleaning public life through code of conduct for parties i.e. not to give tickets to criminals.

(4) SC has also considered the seriousness of the case and ruled that people with criminal antecedents should ~~be barred from~~ declare it in their nomination.

2. (a) "Capacity building efforts in rural and urban local self-governing institutions must attend to both the organisation building requirements as also the professional and skills upgradation of individuals associated with these bodies, whether elected or appointed." Discuss. 20

The need of capacity at local levels is required at two levels:

- 1) At organisation level, various capacities to be built are required such as:
- (a) financial management → which needs proper framework of accounting and auditing, allocation of items in budget with efficiency & prudence & economy.
- (b) Infrastructural deficit in terms of provision of office spaces, buildings,

resources to utilize and gaps to be filled at implementation level.

② Structural reforms and capacity is needed to properly perform activity mapping of functions to devolve them following the principle of subsidiarity and democratic decentralisation.

Apart from this, at second level the enhancement of skills of individuals at local level is also needed.

SARC has recommended following changes in this direction:

1) Ultimate aim of local government bodies should be 'owning up their staff' by building a dedicated cadre to enthuse loyalty and expertise.

2) Training of elected and officials - both should be based on their job and modified according to needs continuously and pro actively.

3) Not only for upper levels & gazetted officer, but for lower officials also, training procedures should be fixed.

- 4) The skill set regarding technological changes should be broadened and deepened.
- 5) Accountability of officials should be towards people & they should be held answerable through a local body ombudsman.
- 6) A network of training institutes should be built up in the state with the administrative training institute at the centre.
- 7) If in unavoidable circumstances, committees outside PRIs are formed for technical knowledge & gain, they should be made answerable to them.
- 8) SARCI has also recommended many organisation level changes as well:
- 1) Effective grievance redressal mechanism.
  - 2) Financial accountability through uniform accounting & audit standards.
  - 3)

2. (b) "Local Government is the most important political institution to realise 'community-based disaster preparedness'." Discuss. 15

Disaster preparedness implies to the pre-disaster preparation of an area and community to minimize the vulnerability in case of a hazard.

The dangers and vulnerabilities are best understood at local level where communities have been residing for years and are accustomed to the 'nature's nature' in the area.

Therefore, local government should act as the first responder towards any such incident. To develop this capability, the preparedness must be high. SARC has recommended following measures to improve the condition & enhance their skills in this direction ↕

1) Policing (local), homeguards & fire services should be brought under local bodies for effective coordination.

2) Local vulnerability analysis & next, disaster management plans should be made from lowest level & should be coordinated at district level.

3) Capabilities & skills of functionaries should be enhanced to handle these events.

4) Use of NDRF and SDRF should be made transparent and effective.

5) Drills regularly should be carried out by ward and area committees to generate awareness among the people & thus decrease the vulnerability.

6) In cases of floods/droughts, remote sensing data & GIS data should be clubbed with non-spatial data of socio-economic development etc to measure risks at Panchayat level.

Therefore, at the grassroots level, disaster preparation & mitigation should be focussed.

2. (c) What do you understand by Civic Action Programme? Explain Civic action programme by Indian paramilitary forces. 15

Civic action programme is the pooling up of community based organisation, NGOs, people who have eminence in their respective areas to take up the cause of raising awareness about a particular issue.

The forces of paramilitary also undertake a program of community trust building by organising camps of local services such as health, education etc and coordinate efforts of govt by becoming a link to the people of service delivery and awareness generation.

This program has generated positive results in various insurgency-hit areas of left wing extremism affected districts, NE states etc

In the political and administrative vacuum, paramilitary forces such as CRPF, ITBP, BSF have become nodal centres of deliverance of public welfare.



3. (a) "The central idea behind the empowerment of Local Governments is subsidiarity. However subsidiarity can be implemented in practical terms only through certain other principles." Comment. 20

Principle of subsidiarity implies that the functions which can be performed at lower level should not be undertaken at higher levels.

By following this principle, we will devolve appropriate funds, functions and functionaries to local bodies and which will provide them with appropriate authority, accountability & responsibility.

But, the commitment to subsidiarity can only be done through effective activity mapping. This exercise should be undertaken by state & district planning bodies. Particularistic, specialised case-to-case treatment should be given to various functions. This mapping needs effective categorization, matching capacities &

skills of organization and individuals

Decentralisation approach among State & central governments is necessary for them to follow subsidiarity.

Until the local bodies will truly be regarded as the third arm of the government and devolution principle will continue, the respect for this organ and democratic participation will not be possible.

From the approval of their budget to the new post creation or functions performed as per the new need - the approval of state govt is necessary.

In fact, even their creation and dismissal has been dependent on the state's will (except for restrictions under 73rd & 74th CAA), in such subordinate treatment, a fair share in power & functions can not be expected.

SARC has recommended measures to increase the independence, autonomy & scope of the PRIs & ULBs:-

- 1) Most functions of article 243 G & 243 W should be devolved to local bodies & their independence in performing those should be increased.
- 2) Financial independence should be maintained through doing away with approval of budget of local bodies.
- 3) Accountability should be restored to public for parastatals (special purpose agencies) and DRDA should be abolished to make way for DPC & MPC.

3. (b) The idea of Community policing is yet to establish itself as an effective means of bridging the gap between the police and the public." Discuss. 15

Community policing has been seen as an effective tool for winning the trust of public and efficient maintenance of law & order. The experiment has been successful in South Africa, Australia etc.

In India, the image of police is of an arrogant, corrupt & shoddy officer who misuses his power, abuses the office and creates terror in the minds of public. (NPC)

Therefore, there is a huge gap between police and public. The combination of civil society members and police may work as a successful model in this scenario. It will have following advantages:

- 1) It can help establish a spy network
- 2) The indulgence of active members of society will give credence to the work and initiatives of police.
- 3) Beat patrolling will be easier & more frequent resulting into better crime prevention.
- 4) Involving women members of society will help them open more towards registering assault (physical or sexual) cases and will be cooperative in investigation without fear.
- 5) Frequent communication will lead to creation of a bridge between the two parties.

~~The~~ but the idea has not taken up because of lack of initiative from both sides, less activity of civil society, overburdened police members, urbanized & self-interested public (gated communities emergence), fear from interaction with police

3. (c) There should be an integrated governing structure at the district level in the form of the "District Council" with representation from both urban and rural areas. The Council will act as the "District Government". (Second ARC).  
Discuss. 15

There are multiple problems at district administration such as:

- 1) Multiplicity of agencies and lack of coordination between them.
- 2) Parastatals being directly accountable to state governments and not the district administration.
- 3) Discrete planning and implementation as devolved plans from state govt.

- 4) Diffusion of responsibility  
5) Separate plans in rural and urban local bodies.

To solve these issues, SARC has recommended:

- 1) A district council should be established encompassing all rural and urban bodies and DRDA should subsequently be abolished.
- 2) To moderate with two extreme views on role of district collector, SARC has suggested that DC should be made CEO of district council whose work will be to consolidate and coordinate tasks of all urban and local bodies.
- 3) This would bring not only the required convergence but the development of whole district as an organic link will be established.

4. (a) It is not merely bigger government that ultimately matters; what is significant is that morality in administration alone could ensure better government. In the light of above statement, discuss importance of morality in Indian context.

20

Morality is a personal and subjective concept which may differ from person to person, place to place and time to time. Yet, in public life, there are some inherently good values that constitute a morally acceptable and appreciable character eg truth, honesty, public interest and subordination of private

interest etc .

Merely the creation of planning and implementing agencies for govt programs is not desirable, rather it should be accompanied with the capable and ethical public servants who uphold values enshrined in the constitution. At the same time, they should not be too rule-bound to forget the importance of empathy and emotional intelligence in public life.

eg If an old widow is eligible for a house under IAY, but applies a day after the deadline, efforts should be made to allot her the benefit by some measures, apprising the supervisors etc. ~~The~~

while handling public money, it should be kept in mind that not only the following of fiscal



regulations, approvals and budgetary grants is important but the prudence, efficient use and outcome based usage of public money is also equally important.

Administration is the visible arm of government and therefore better provision of service delivery in transparent and accountable manner is also the responsibility of an administrator.

Code of ethics and code of conduct may be formed by organization but in the end, what matters is the inner conscience of the individual and commitment to public welfare, and dedication to service.

4. (b) The NDMA is responsible for formulating guidelines on responding to various disasters but has no powers or the infrastructure to enforce them, evaluate their implementation or conduct relief operations, as disaster management is a state subject. Comment. 20

National disaster management authority's primary task is to recommend policy guidelines and enable the framework for the efficient execution.

Though the primary responsibility should lie with state govt and union should play only a supportive role (SARC) - the principle has not been followed in its spirit.

Various bodies are involved in the execution of relief operations

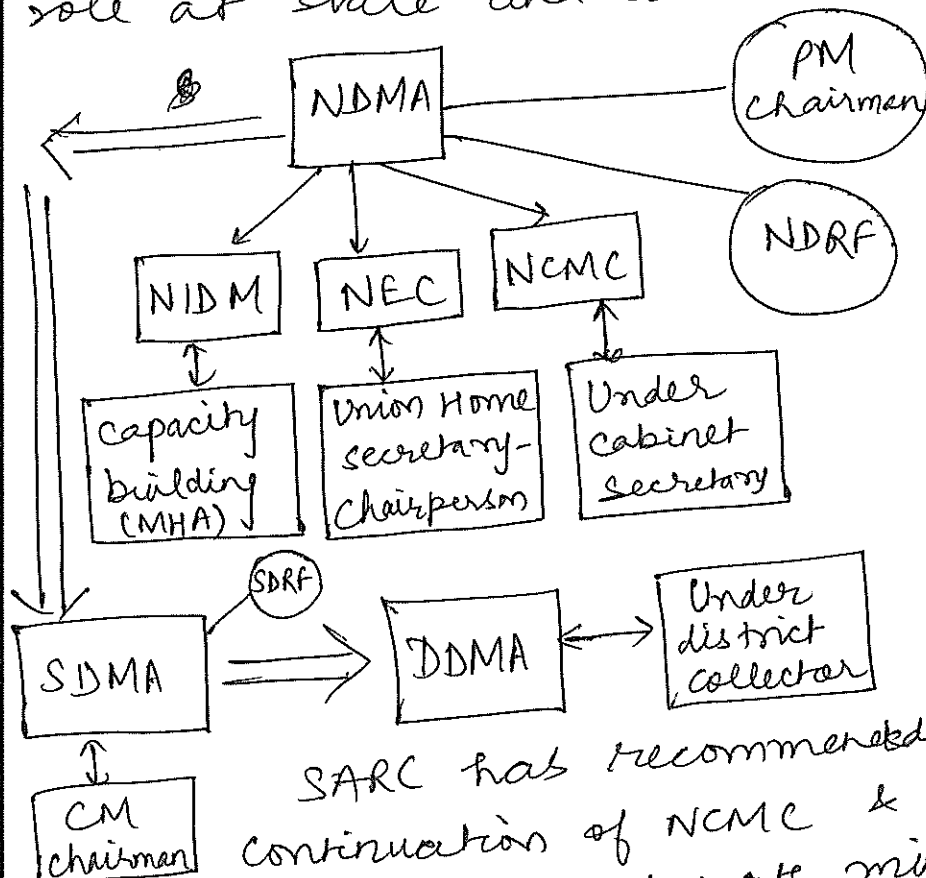
(1) National crisis management committee headed by cabinet secretary works towards command, coordination and control of operations.

(2) National institute of disaster management is responsible for the capacity building measures.

(3) National/state disaster response fund is the part of consolidated fund of India/state.

(4) Disaster management plans are formed at national/state/district level according to area categorization and vulnerability analysis.

(5) SDMA/DDMA play the coordinating role at state and district levels.



SARC has recommended the continuation of NCMC & not creation of NEC or separate ministry. Role of local bodies should be made

explicit and should be front runners. Proper training of local body personnel should be conducted.

→ Activity mapping of various activities should be done to enable 'trigger mechanism'?

→ Min of Home affairs should continue as the nodal ministry except for specialised ones of nuclear disaster, epidemics etc

4. (c) Disaster vulnerability of our country makes an appropriate response framework imperative. In light of this statement present a sketch of the major changes taking place in governmental thinking w.r.t Disaster Management. 10  
Man's capacity for justice makes democracy possible; man's inclination to injustice makes democracy necessary. Analyse this statement in context of autonomy to Indian Police along with their accountability. 10

Our country is prone to various hazards of 59% of the area is earthquake prone and similarly for flood. Long coastal line is vulnerable towards tsunami, cyclones, storm surges etc.

This large-scale scattered vulnerability needs a coordinated & well-managed approach towards

disaster management. Previously, where disasters were managed by states and centre on an ad-hoc basis, a comprehensive National disaster management act was provided for at national level in 2005.

This act has taken care of all the needs of disaster management eg

- Role of various levels of govt.
- Capacity building & research (NIDM)
- Financing issues through NDRF/SDRF.

framework of policy formulation at NDMA and coordinating the execution at NCEM have also been provided.

But, some changes are still needed in response operation eg role of local governments, hazards and vulnerability analysis through scientific means and successful risk reduction through preventive measures eg drought-resistant crop, earthquake resistant buildings etc.

5. (a) Man's capacity for justice makes democracy possible; man's inclination to injustice makes democracy necessary. Analyse this statement in context of autonomy to Indian Police along with their accountability. 20

<sup>6</sup> To the masses of the people, it symbolized terror; to the educated middle class, it was an object of awe; to the rich, it was an embodiment of government to which obedience was naturally due.<sup>9</sup>

This statement, written in the context of colonial Indian police still holds true. It is riddled with many problems such as:

- 1) Corrupt image in minds of public
- 2) Political interference
- 3) Inefficient investigation & prosecution
- 4) Appointments and transfers through state governments.
- 5) Lack of security of tenure.

Due to these reasons, the autonomy of police suffers and ultimately, it results into non-deliverance

of justice to the common man. Investigations are shoddy and non-transparent and get influenced by political malaise.

The bureaucracy-police-politics nexus has been revealed in various places eg NN Vohra committee, in the incidents such as PAC

in UP. The sufferings and injustice to common man calls for need of autonomy & accountability. As has been suggested by SC in Prakash Singh case, Rebiero committee, NPC -

the restructuring of police :

- 1) Chiefs of police forces should be appointed by a collegium of CM, Speaker and leaders of opposition.
- 2) Minimum tenure of 2 years should be made mandatory.
- 3) Separation of investigation from prosecution wing.

4) Prosecution should be headed under attorney general and should be made efficient.

5) Accountability should be towards people and guidelines towards registration of FIRs and should be framed, even through email or letter

6) Police forces should be more conversant with public and trust deficit should be bridged through community policing etc. only then it will uphold democracy.

5. (b) "Poverty reduction and economic growth can be sustained only if natural resources are managed on a sustainable basis." In light of given statement Discuss the Greening Rural development initiative by Government of India.

20

The natural resources of a country are its wealth and efficient & sustainable management of these is very necessary. Human capital <sup>development</sup> and economic growth should be done in convergence with the development of natural resources eg minerals, soil, plants, forests, oil etc.



Greening rural development initiative comprises of 1

- 1) Sustainable agricultural practices through watershed development, use of indigenous practices for farming such as tank irrigation (at has also been taken up under Mission Kakatiya of Telangana)
- 2) Rain harvesting and water conservation measures.
- 3) Convergence of NREGA, public health, education, (EDS, MDMS etc) schemes through creation of public assets
- 4) Pool of experts to provide inputs for conservation of biodiversity at local level and its usage for community development.
- 5) Mining by tribal cooperative societies and sharing of royalty with local bodies by state govt.

- 6) Mixed farming to increase the income and to provide a cushion in the event of adverse climate.
- 7) Forest conservation by complementing it with social forestry and farm forestry.
- 8) Paramparagat Krishi Sinchaji Vikas Yojana to develop organic farming.

With these initiatives, the multi-purpose objective of developing people & resources will occur at the same time in a sustainable manner.

5. (c) "What is perhaps a most significant priority in the battle against corruption is to initiate and sustain systemic as well as systematic administrative reforms which can directly and indirectly contribute to the mitigation of corruption" Examine. 10

Corruption has to be tackled at various levels of individual level, organisational and national level. To achieve this, a well-coordinated multi-sectoral and multi dimensional approach is necessary.

Systemic & Systematic Reforms :-

- 1) To 'prevention of corruption act, 1988' should be amended to include the 'collusive bribery' as an offence.
- 2) Sanctions for public servants should be repealed under article 310 & 311 and protection of honest officials should be provided as under SAC framework.
- 3) Benami transaction act is an important step in this direction.
- 4) Transparent manner of working through automation using ICT

will help reduce discretion of officials in acts such as auction, tendering process etc.

4) Awareness should be generated among people ~~for~~ against corruption & its losses.

5) State funding of elections should be considered.

6) A legislation as 'false claims act' of USA should be made to incentivise cases of corruption disclosure.

7) Whistle blower protection bill should aim to protect identity.

8) Official secrets act should be replaced by a more friendly, non-colonial nature of legislation.