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PUBLIC ADMINISTRATION (Test Code : 228)

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Classroom ☒ Distance Learning ☐ Classroom & Distance Learning ☐

INDEX TABLE

Q. No.	Maximum Marks	Marks Obtained
1.(a)	12.5	
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5.(a)	15	
5.(b)	20	
5.(c)	15	

Maximum Marks : 250

/250

Remarks:

Signature of Examiner

EVALUATION INDICATORS

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

INSTRUCTIONS

1. Do furnish the appropriate details in the answer sheet (viz. Name, ID Number and Test Code).
2. Candidates should attempt answer to the part/sub-part of a question strictly within the pre-defined space. Any attempt outside the pre-defined space shall not be evaluated.
3. The candidate need not write anything in his/her answer that derogates the dignity of an individual or an organization.
4. Candidates should attempt all questions strictly in accordance with the instruction given under each question.
5. The candidate should respect the instructions, given by the invigilator.

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Overall Macro comments / feedback / suggestions on Answer Booklet:

1.

2.

3.

4.

5.

All The Best

1. (a) "Rural development is much broader in scope than merely agricultural development." Explain. 12.5

A.

Rural development (RD) has the objective of improving the quality of life of rural India. ~~There~~

In the initial stages Rural development was equated with agricultural development. Thus schemes for agriculture development were the focus.

- 1) CDP - Community Development Program NES
- 2) Irrigation projects.

By the 1970s, it was realised that ~~RD~~ RD has a much wider focus than agriculture development as:-

- 1) Large proportion of population landless thus little benefits from agriculture
- 2) Some population engaged in non-agri-cultural activity like artisans etc. were also poor & vulnerable, status of women bad.
- 3) Migration to urban areas & importance of industries - agro industries
- 4) Provision of basic infrastructure & social services - health, education, roads
- i) Help provide support to ~~the~~ people empowerment

ii) Forward & backward linkages

Thus RD strategy became holistic

- a) Agriculture development - IRDP, Watershed management
- b) Infrastructure - Bharat Narmada
- c) NRHM, Sarva Shiksha Abhiyan
- d) Self-employment generation schemes
↳ focus on women

1. (b) Discuss the reforms required in Panchayat bodies for their effective linkage with government and development process. 12.5

A Panchayat bodies ~~are~~ as part of citizen centric administration are to evolve as local government ~~from~~ bringing democracy & governance at grass roots.

The performance of these bodies in this objective has been lacking since creation in 1992.

Reforms required are

- 1) Linkage with government
 - a) Devolution of functions in line with principle of subsidiarity
eg. school management, water conservation etc. at panchayat level
 - b) Staff under the control of panchayat ending dual control.
 - c) Finances - untied funds in CSS & greater devolution by State Finance Commission according to functions assigned
 - d) Parastatals - to work under Panchayat in subject assigned to them & render technical assistance. eg. DRDA

2) Linkage with development

- a) Planning process - strengthening planning capacity of panchayats to allow bottom-up planning via DPC.
- b) Policy making at top (Centre & State) but project implementation & selection assigned to Panchayats
eg. NREGA - Gram Sabha to decide projects
- c) Central role in monitoring & evaluation process of Gram Sabha thru social audits etc. to ensure participative democracy

1. (c) In India, rural development programs are still in search of cohesiveness, coordination and efficacy. Discuss. 12.5

A

Rural development has been a high priority area since Independence due to widespread poverty, inequality in rural areas with majority population (70% in 2011)

Rural development programs over the years ~~evolved~~ evolved in strategy (CDP-1952) from asset creation to direct poverty alleviation (basic needs) (PDS) & infrastructure (Bharat Nirman)

They still face common issues :-

1) Coordination

Multiple programs run in parallel leading to duplication of efforts without synergy

eg. different parastatals like DRDA - poverty alleviation, Agriculture department - Irrigation, Panchayat - NREGA

Solution - Panchayat to involve as district government all functions under its guidance (ARC-2)

2) Cohesiveness

The reforms still are a piecemeal approach eg. PDS - food security but little increase in yields, ~~no~~ micro-irrigation content

Solution - 1) proper planning before introducing schemes with active citizen involvement
2) Pilot projects initially

3) Efficacy

The outcomes have been much below expectations. eg. poverty alleviation program since 1970s but still 30% BPL in 2013.

Solution - 1) Result orientation through clear outcomes & performance evaluation
2) Networked governance with citizen monitoring - social audit.

1. (d) The 2nd ARC has envisaged a vibrant City Government. What are the features of such government? 12.5

A

The concept of citizen centric administration given by 2nd ARC involves taking government as close to people.

A city government in the form of district council has been proposed.

Features

- a) Third tier in government with clearly defined functions as given in 11th & 12th schedule. eg. sewage management,
b) SEC - regular elections &
SFC - deciding share in revenue &
grants-in-aid

c) Elected members with DC part of it. Responsible for execution of mandates & policies of district council.

Thus district administration under elect government at district

d) Planning - DPC to be subsumed in it.

e) Parastatals - work under it in subjects assigned to it.

Structure - CEO : District Commissioner
Council : Elected members
~~CEOs~~

Issues

- Capacity building & development of strong leaders
- States hesitant to devolve funds & functions → Centre needs to intervene.
- Low awareness & participation of citizens

City government is thus the implementation of the idea of local governance of our Constitution + taking into account the modern day needs & conditions.

2. (a) "The umbilical cord which connects the local bodies to the States are stronger and so it is all the more important that funds to them flow only through the States". Examine the contentious issues in "Centre-State-Local" financial relations 25

A federal structure will have conflicts on fiscal federalism due to the need for collaboration among different levels on various issues.

Financial Structure of local government

Local bodies have been assigned subjects under the 11th & 12th schedules. They are expected to function autonomously in the spheres. Thus, financial sources are:

- State Finance Commission - to ensure distribution of revenue ^{of state} between state & local bodies according to responsibilities.
- Taxes assigned to local bodies
eg. property tax
- Centrally Sponsored Schemes (CSS) in areas like housing, water supply under local government provide funding.

Issues

- CSS - funds are directly given to local bodies bypassing states.
eg. MGNREGA.

a) State role

- Provides part financing in CSS.

- ii) Responsible for providing finances for development of local bodies in terms of infrastructure & capabilities.

Thus states are a crucial link & need to be integrated in the process of financial transfer to local bodies.

- b) Issue with state functioning has been that ^{local} ~~state~~ government has been reduced to the status of implementation agencies
eg. MGNREGA, RTE — district administration dominates in project selection etc.

Solution

- 1) Devolution Index ^{measuring} ~~for~~ States effective financial & functional devolution to local government forming the basis of central grants
- 2) CSS — flexi funds of upto 30% allowing local bodies initiative in project selection

Other Issues

- 2) Taxes devolved to local bodies are
 - i) Inadequate
 - ii) Prone to political pressure, not

exercised. eg. agricultural tax

Solution

~~1) Taking these~~

1) Preparing a roadmap for sustainability
& ensure gradual increase of taxes
according to local circumstances.

3) States Finance Commission recommen-
-dation not fully implemented &
reports not discussed in Assemblies

4) Solution : a) Ensuring an Action Taken Report
submitted on SFC proposal in the
same year made mandatory.

6) Linking Finance Commission decision
linked to SFC decision.

4) Inadequate funds at local level for

a) Building expertise in accounting &
auditing

b) financial planning capability building

5) User pay charges not incorporated
in schemes. Public utility services
encroached by parallel Parastatals.

Financial decentralisation on principles
of subsidiarity & ensuring local government
emerge as free elected government
with administration under it ~~is~~ is
path to future.

2. (b) "New Localism is a realistic response to the complexity of modern governance" Comment. 25

A

Modern governance requires a fine balance between competitiveness & democratic nature of the state to succeed in a globalised world.

The challenges states face in current environment are:-

1) Private investment has become a necessity for development. The states thus have become competitors among themselves.

2) The expertise for success in areas is distributed in different levels.

eg. planning ability - top level
coordination & implementation " - district level
monitoring " - local level.

3) Decisions have to be made quickly & local needs have to be appreciated.

Decentralization thus emerged as a solution by taking governance to grass-roots & ensuring

a) Citizen participation ensuring local needs are incorporated & local support

b) higher autonomy & accountability for local authorities in carrying

cut their mandates.

eg. ~~Right to~~ Education - citizen involvement
via School Monitoring Committees
& district administration responsibility
for meeting objectives with autonomy.

Issues - The localism

- a) Transferred power only along bureaucracy
but ~~political decentralisation~~ citizen
involvement wasn't institutionalised
- b) Political decentralisation for policy
resulted in mismatch among various
local governments hampering effective
policy.

New localism

This aims at correcting the failures
of old localism while ensuring the
spirit of

- a) Citizen centric governance
- b) Subsidiarity principle

Measures

- a) Implementation aspects are decentralised both
 - i) Bureaucracy - lower level get more
autonomy for achieving objectives
 - ii) Politically - locally elected government
get greater say in deciding projects.

2. other implementation aspects.
eg. ~~new~~ number of schools to be constructed,
monitoring mechanism - flexi funds

6) Policy functions are centralised to
ensure uniformity & incorporating
global best practices

eg. Centre government - setting syllabus
~~& conducting exams~~ & exam paper

State government - conducting exams,
recruiting teachers

New location thus embodies the
principle of "think globally, act
locally".

Is it Adequately of New location

The main issue is with ensuring
this principle is achieved on ground
as 1) states are unwilling to decentralise
powers

2) local levels need to be empowered to
take the responsibility

Thus the agenda needs to be to ensure
an attitudinal change towards participa-
-tive governance & people empowerment

3. (a) In terms of financing patterns, the foundation of urban infrastructure has to be user charges. Comment on the utility of user charges and issues related to it. Also suggest some measures to address the issues discussed.

25

A.

Urban infrastructure in India is poised to require at least \$ 50 bn in coming decade. The lack of adequate financial resources with state make user charges the ~~base~~ basis of this financing. User charges involve the public utilising the services paying for their creation & maintenance.

eg. sports stadium - ~~user~~ charges for utilising facilities.

Benefits of enforcing user charge

- 1) sustainability of infrastructure created
eg. water delivery system requires funds for maintenance & capital costs.
- 2) Free-riders problem solved
eg. wastage of water in absence of water charges
- 3) Customer becomes a client & thus demands accountability in terms of quality.
- 4) Resources of local governments can go areas like awareness building ~~schemes~~ which don't give returns monetarily.

User charges thus enforce fiscal discipline in projects. This leads to efforts to provide value for money.
eg. AT&C losses reduced in Delhi power supply to minimise costs of power.

Issues with User charges

- 1) Services where customer can't be differentiated

eg. parks, ~~the~~ ~~for~~ roads etc.

The problem of free rider persists here.

Solution - a) Awareness building among citizens that eventual cost is borne by all to prevent collective action in preventing misuse

- 2) It disproportionately affects the vulnerable, relatively poor

eg. high electricity costs, toll tariffs.

Solution - a) a differentiated ~~per~~ cost structure to enable progressive taxation.
eg. electricity - first 200 units are cheaper.

- 3) The charges ^{levied} may be too high especially if it is a monopoly by private

e.g. high electricity tariffs due to lack of competition in metros

Solution - a) A regulatory body to ensure public interest & transparency to prevent monopolistic practices
b) subsidy by local government to protect the economically vulnerable

- 4) High burden of taxes ~~charges~~

The citizen may doubt the need for paying taxes if all services ~~are~~ require low charges

Solution - ensuring transparency in ~~financial~~ financial dealings of governments

- 5) User charges to be implemented, require proper infrastructure in terms of single window mechanism, payment system accessible to customer etc. to minimize hassle

Solution - E-governance programs combined with physical infrastructure like (APD (Andhra Pradesh) involving local trust

3. (b) "If planning for districts is crucial, that for urban agglomerations is not only crucial but also urgent" Examine. 25

Urban areas in India face multiple issue & thus a planned process is vital towards a peaceful resolution of issues ~~at~~ resulting in overall development

Urban agglomerations (UA) refers to ~~one or more~~ ^{one or more} cities and the area surrounding them intricately connected.

eg. NCR - includes Delhi & surrounding areas like Gurgaon, Noida etc

Planning necessity

UA's are facing several crisis like

- a) Inadequate infrastructure to cope with rising population — because these centres ~~provide~~ ^{provide} jobs they attract a lot of migration

eg. Delhi - density ~ 9500

- ↳ Impact - i) Rising number of slums
ii) Homeless & beggars increasing
iii) Increase in violence — due to unemployed youth & ~~at~~ rising inequalities
iv) Growing inequalities.

- b) Overexploitation of natural resources like groundwater, land space etc.
- c) Ecological destruction - rising sewage, declining green spaces & rising population

OA's thus require a planned approach to development, as they are:-

- a) Future growth centres
- b) Large vulnerable ~~large~~ population, ensuring development here can help fight ~~the~~ malnutrition & other social problems
eg. Mumbai - 750% population in slums.
- c) Limited resources due to underdeveloped state of India as whole.
- d) Attracting investments in globalised economy requires ensuring physical & social capital.

The planning process for these cities has generally been weak, resulting in unplanned development.

Reasons

- a) Top down process of planning adopted without popular participation via parastatals eg. DDA in Delhi.
- Thus flawed process like shifting slums people away from workplace areas in name of housing.

- b) lack of accountability for corruption, leakages etc. due to weak local governments.

Measures Required

- 1) local governments need to be strengthened
 - a) Funds - focus on user charges, grants by state & centre linked to responsibilities with them
 - b) Functions - as mentioned in 12th schedule with parastatals working under them
 - c) Functionaries - own staff regulated by local government
- 2) Citizen active participation by making social audits, public consultation & citizen charters mandatory.
- 3) Networked governance model - using voluntary organisation representing the vulnerable & other sections
- 4) Bottom up planning process using the DPC with provision of unified funds in central infrastructure schemes like JNNURM

The future of urban India thus lies in ensuring implementation at ground level of citizen centric planning.

4. (a) Development is not just a new basket of investments and programmes but it is also a means to deliver quality public services to citizens. Involving PRIs is the single most important step towards betterment of public service delivery. Discuss how centrality of PRI's can be ensured in service delivery programmes? 25

Ans. Development in India has been ~~concentrated~~ ^{equaled} with ~~announcing~~ new schemes & projects & not their outcomes.

Ans. The aim of development is citizen empowerment which requires essential public services are provided in a fair & equitable manner.

Public service delivery in India has been more focussed on inputs & announcing new schemes than ensuring their quality.

eg. Sanitation — TSC has been ongoing for 14 years ~~but~~ involving creation of toilets but open defecation is still 50%. (Bangladesh — only 3%.)

The lack of quality in service delivery is due to

- Focus on inputs than outputs
- Secrecy & high discretion in administering services leading to lack of accountability

which is due to a bureaucracy-centric model of administration without people involvement.

PR1 role

Under the paradigm of citizen centric administration, PR1 have been assigned to play central role in service delivery.

Benefits

- a) local demands & needs will be incorporated
 - b) local ownership of project will lead to
 - ↳ better supervision
 - ↳ greater support & awareness
- eg. MGNREGA - PR1 to determine projects to be undertaken.

The current measures of PR1 participation in service delivery are:

- 1) Public consultation on various aspects of schemes
eg. Gram Sabha approval of budgets, beneficiary lists, projects to be taken
- 2) Social Audits of schemes
eg. MGNREGA clause
- 3) Bottom up planning to be undertaken at village level by PR1's with DPC aggregating them. Thus schemes planned according to local demands.
- 4) Provision of untied funds in CSS for local initiative via PR1
eg. 30% flexi funds.

Issues

- 1) Most of the measures not implemented on ground completely
eg. public consultation not held in many schemes like PDS & Food security.
- 2) Bottom up planning a failure as
 - i) PRI etc. lack expertise & funding
 - ii) Central unwillingness to delegate
State.

Measures to ensure centrality

- 1) Networked governance adoption a reality by developing framework for involving NGOs, PRI etc. for all development schemes.
- 2) Training for government officials to inculcate participative management attitude.
- 3) Making initiatives like Social Audits, Citizen Charters, public consultation etc. mandatory for all service delivery schemes.
- 4) PRI strengthening in terms of expertise, infrastructure.

4. (b) In most parts of the country the intent of Article 243 G has been ignored by denying autonomous space to local bodies. Panchayats continue to function within the framework of what may be called a "permissive functional domain". Evaluate.

25

A
Local bodies were created as third tier of govern^{ment} to function as autonomous self-sustaining units administering functions of local relevance.

Article 243 G provided for States to ensure full devolution^{of functions} to bodies. ~~after~~ of 11th & 12th schedules in a manner according to local circumstances.

Issues

States have failed to effectively devolve the functions even 20 years after 73rd & 74th Amendment as :-

- Parastatals have emerged as parallel bodies in areas reserved for Panchayats. Eg. DDA & other development boards.
- Functionaries of local bodies are on deputation from states & thus work under dual control.
- Finances are concentrated with states & Centre reducing Panchayats etc. to implementation agencies.

eg. PMGSY & other programs under Muzrai

Bharat Abhiyan - The whole strategy, projects etc. decided at top.

Panchayats etc. thus are heavily dependant to states in terms of financing, expertise & failed to assume an autonomous character.

Reasons given for lack of devolution

- a) PRI lack adequate technical capacity
- b) State's help required to formulate broad policy to maintain uniformity

Counter (to above arguments)

- 1) While state has a definite role in terms of policy formulation, implementation aspects need to be decentralised
- 2) PRI's lack of expertise & needs to be overcome rather than used as reason to maintain status quo.

In states like Kerala, Tamil Nadu where 243 G was implemented in spirit, PRI's have improved the level of governance

- a) Schemes like Mid-day meal etc. were innovations of these places.
- b) These states boast the highest growth in HDI indicators, SHG credit proportion etc.

Thus a strategy has to be adopted to ensure time bound implementation of promise of 243 G.

Measures

- 1) Activity mapping to determine existing & status of functional devolution & roadmap with time limits to ensure effective devolution to panchayats etc.
eg. school management under PRI supervision in all states should be ensured.
- 2) PRI empowerment through
 - a) Training programs & association of experts & NGOs
 - b) Funds in tandem with responsibilities by SFC.
- 3) Broad policy functions with state may remain
eg. curriculum formulation in education
- 4) Parastatals submerged under PRI & act as technical guidance to PRI
eg. DRDA submerged in PRI.

The constitutional intent of village ~~panchayat~~ ^{organism} as self governing entities need to be fulfilled in its true spirit

5. (a) 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

A democratic structure requires the administration to work under an elected regime accountable to people.

73rd & 74th amendment were an extension of this idea of ensuring an elected local government over district administration which till then tended to function with high discretion & little accountability.

The situation at ground level however is a functional jungle of bodies like

- a) PRT / Municipalities
- b) District Administration
- c) Parastatals - eg. DRDA, DDA etc.

often working in uncoordinated manner leading to ineffective policy outcome.

2nd ARC thus recommended for integration of this structure under a "District Council" acting as "District Government" (unity of command)

Its characteristics

- a) Parastatals & District Administration will function under its leadership
- b) It will have representation from both PRI & Municipalities elected members.
- c) Planning function will be undertaken by this body in an integrated manner ~~not~~ making DPC redundant.
- d) The ~~office~~ DC shall act as executive head of this council implementing its decisions. Council - legislative function like P legislature

It will thus emerge as third tier of the government.

Facilitating steps required for effective functioning

- a) Functions & adequate finances devolved to these councils according to subsidiarity principle.
- b) Personnel management of employees under their supervision assigned to ~~local~~ council from etc.
- c) Modification of scheme of election to facilitate direct election.

5. (b) Local Self-Governments can play an important role in crisis management under the overall leadership of the District Administration. Discuss. 20

A India is prone to disasters over 60% of its land. In these disasters the first response is always by the locals & district agencies.

Strengthening of this immediate response thus requires focussing on

- a) ~~district agencies~~
- b) Local Self-governments — they can provide
 - a) Support to district administration in raising awareness & building support for mitigation measures eg. fire drills, buildings construction according to code
 - b) Interactive forum for local issues & demands & ~~between~~ district plans integration
 - c) Ensuring functioning of administration in fair, equitable manner during response eg. Tkk allegation of favouritism to administration
 - d) Ensure local support to administration in relief measures

Thus local governments have an important role to play in crisis management with district administration

Relationship with district administration during crisis

1) Crisis require fast & effective response.

Thus administration requires autonomy in functioning.

2) On the other hand, an elected government supervision will enable

i) constant monitoring of administration preparedness

ii) Intervention if administration is seen as partisan - eg, VIP tours.

The current structure of DDMA working under SEC - State Executive Committee is bureaucracy centric structure.

Local governments (LSG) can be integrated via

a) Normal times - LSG reporting on preparation of administration & status of mitigation measures

b) Crisis times - LSG taking a role of functioning as support to district administration which is in control but ~~no~~ interference can be done via ~~state~~ LSG report to state (not directly)

Thus we can avoid failure like J&K where district administration was absent in floods due to lack of effective supervision by state over its preparation.

5. (c) "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. 15

A. Subsidiarity principle advocates that ~~the~~ responsibility for functions should be located as close to people as possible with upward delegation only if circumstances require.

Local Government is thus envisioned as becoming the central authority for functions like water, public health, sanitation, education etc. with upper levels of state & centre focusing on policy & areas like defence, inter-sectoral

The application of this principle in practice has been very weak with

- a) PRI failures in development schemes like poverty alleviation & MANKA - corruption, leakage
- b) State lack of faith in PRI

Thus subsidiarity can be seen as needing:

- a) Political will to implement decentralisation
eg. Kerala - political will led to PRI empowerment compared to North Indian states.
- b) High level of awareness & social capital at local level - otherwise PRI are captured by elites & resort to nepotism etc.
eg. Rajasthan - corruption, ghost beneficiaries in collaboration with Panchayats.
- c) Adequate infrastructure & expertise available at local level
to ensure localized planning, long term strategy.

Measures adopted to ensure subsidiarity

- i) Nirmal Bharat Abhiyan & JNNVEM
to strengthen physical infrastructure at local levels

2) RTE & N~~A~~HM, Sakshar Bharat

Local level ~~improvement~~ empowerment
through better literacy & health

3) SHG program for civil society
building through organising BPL.

4) Funding in CSS & by Central Finance
Commission to empower PR? by
training etc.

5) Devolution Index - to link funding to
states with devolution of functions
by them to PR's etc.

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