



# VISION IAS

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## PUBLIC ADMINISTRATION (TEST CODE : 662)

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Center	Bangalore	Date	10/11/15

INDEX TABLE			INSTRUCTIONS
Q. No.	Maximum Marks	Marks Obtained	
1.(a)	10		1. Do furnish the appropriate details in the answer sheet (viz. Name, Registration Number and Test Code).
1.(b)	10		
✓ 1.(c)	10		
✓ 1.(d)	10		
1.(e)	10		
✓ 2.(a)	20		
✓ 2.(b)	15		2. There are FIVE questions printed in ENGLISH.
✓ 2.(c)	15		
3.(a)	20		3. All questions are compulsory.
✓ 3.(b)	15		
✓ 3.(c)	15		
✓ 4.(a)	20		4. The number of marks carried by a question/part is indicated against it.
✓ 4.(b)	20		
✓ 4.(c)	10		
✓ 5.(a)	20		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.
5.(b)	20		
5.(c)	10		
Total Marks Obtained:			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.
Remarks:			
Signature of Examiner			

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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) Righteousness is the root of happiness. Greed clouds the intellect. Another's wealth, even if it be husk, should not be stolen (Kautilya) Discuss.

10

Kautilya has truly provided the image of an administration based on ethics, good governance and justice.

The statescraft of Kautilya truly creates a 'welfare state' and is an inspiration to contemporary India in establishing <sup>such</sup> an order and it can be seen from following:

1) The duty of king can be described as protection, welfare and happiness of citizens i.e. Yogakshema.

2) The care of elderly, disabled & those in distress should be provided by state, according to Kautilya - it shows the exemplary attitude of fatherly state that he described.

3) There is description about the oath of king as - "May God deprive me of life, of offspring and of property if I oppress you." - it shows the non-coercive nature of state.

4) Clear guidelines and transparent revenue administration for maintenance of treasury (Kosh) has been provided by Kautilya. Wrong means of finance and wealth accumulation have been described as distasteful. For personnel, ethical qualities of honesty and unrelenting nature in cases of greed & coercion have been described to promote a corruption-free governance. Ultimately, for king - 'In the happiness of his subjects, lies his happiness' - is the ideal.

1. (b) The Mughals substructure under the British Indian Administrative edifice. Explain. 10



1. (c) Kautilya' like 'Weber' was keen on the efficiency and rationality aspects of Administration. Comment. 10

Kautilya's Arthashastra is an eminent treatise on statecraft and reflects the values of efficient and good governance. Weber who propounded the aspects of bureaucracy in Germany, is also a concept of legal-rational & impersonal administration to maintain stability.

Both advocated the merit-based system of recruitment for officials of state. Kautilya has given qualities of administration as Sattva, rajna and \_\_\_\_\_, and examinations to be conducted for personnel as Bhayopatha, Gyanopatha etc for different departments.

The advice of mantrin & amanya should be based on judgements in prevailing circumstances & should not be ordinarily removed. Kautilya has also advocated such answerability towards king otherwise they will conspire against monarch & revolt. Weber has put bureaucrat accountable to executive or monarch.

Departmentalisation in both systems has been advocated to promote efficiency.

Financial accountability of officials is also maintained by both theorists as Kautilya describes Ayasharira & Vyayasharira under 7 & 15 heads in budgeting. Weber has also maintained financial effectiveness through modern auditing & accounting systems.

1. (d) Bring out rationale for All India services in era of democratic decentralization and good governance.

Constitution of India has provided for creation of AIS under article 312. The relevance & importance can be explained as below:

- 1) They provide uniform standards of administration throughout the country.
- 2) Standards of meritocracy are very high in AIS due to attached prestige & privileges with them, hence they attract the best talent of country.
- 3) Majority of recruitment is done through direct open competition which brings more youth in these services.

4) The vision and perspective of these service is not based on regional parochialism and therefore they bring a sense of wholeness towards India.

5) Postings of people outside their cadres brings a sense of unity & integrity, which also prevents the emergence of local interests overpowering national interests.

Sarkaria & Punchhi commission have also advocated strengthening of AIS on these grounds and even promoted creation of more such services. But, recently there have been demands for abolition of AIS because since they work under ultimate control of central govt but work with states, state govt's don't have enough powers to regulate & control them, they are perpetuating the colonial legacy of central administration and there is growing discontinuation of policies due to their secretariat postings. But, the Indian administration definitely owes its progress for good governance to AIS & they must be kept

Entact to promote decentralized adm.



1. (e) What are the problems and challenges in civil service grievance redress? Give suggestions to improve it. 10

Civil service grievance redressal mechanism implies to hearing & solving problems & grievances of citizens with administrative authorities, agencies and institutions. The nodal agency that works to devise policy guidelines is department of administrative reforms & public grievances, and enforcement under cabinet secretariat to channelize and coordinate various ministries. The main problems with it are:-

- 1) Undue, archaic & long procedures which cause delay in redressal of grievances.
- 2) Attitude of bureaucracy is apathetic & unprofessional with regard to treating citizen as customer and providing efficient services.
- 3) Non-transparent & non-accountable way of working of bureaucrats create a non-congenial atmosphere for friendly administration.

4) The focus should be ~~be~~ less and less on creation of grievances rather than on disposing them off and delay in service delivery is major cause for it.

5) Appellate procedure at cabinet secretariat should be made more responsive.

6) Unscientific and carelessly rejecting the requests at department level is also a major cause of concern.

For effective CRM, bureaucrat must treat citizen as unit of administrative sys & develop positive attitude.

2. (a) Can Constitutionalism be adequately understood as concerned with solving the dilemma between empowering Government and limiting the Government?

20

Constitutionalism implies the value premises or philosophy of a constitution. Every constitution of the world is a reflection of its culture, identity & history of nation. As regards to India, it's a diverse nation with a history of tolerance, pluralism and freedom of culture.

Our constitution has adequately reflected these qualities of country and as well provided safeguards to

maintain them. While, it adopted 'rule of law' from AV-Dicey of Britain and applied 'separation of powers' by Montesquieu to Indian context, it has devised a framework to strike a balance between autonomy & accountability in pillars of govt.

On the one hand, 'sovereignty of Parliament' is not adopted in its pure form as British constitution and a provision of 'judicial review' has been provided for executive actions & legislations; on the other hand, it has provided independence of judiciary & executive in their own spheres. (As-judicial independence has been kept as basic structure of constitution under Kesavananda Bharti case). Permanent executive i.e. bureaucracy has been, though provided autonomy in its working by safeguards under article 311(1) and 311(2) for their procedure of dismissal & removal.

they also have been kept accountable through various procedures such as tabling of annual reports in Parliament, auditing by C & AG, RTI and providing this right as per to article 19(1) of constitution.

As B. R. Ambedkar had said that CAG is the most important officer of government of India and this has been kept autonomous to keep a check on workings & finances.

Fourth estate, i.e. media has also been provided freedom of press under Article 19 - considering its role in checking and balancing role of government.

Thus, constitutional philosophy of India has provided an understanding about separation of various pillars and balancing of govt institutions.

2. (b) "Capacity Building of Civil Services includes individual, institutional and organisational aspects." Comment. 15

Civil services of India are of two types—generalists & specialist. Both require different type & level of training and capacity building for their efficient functioning & promising effective delivery of services.

1) At Individual level, a civil servant should be recruited based on his intellectual capability, rationality, coherency of thoughts, awareness about issues endangering the country & general personality. Post-recruitment he should be adequately trained in relevant fields of administration according to his service. The values of ethical governance, transparency, approach of public service should be imported. Mid career training should also be given to keep them ready for newer challenges of next level. Trainings should be integrated along with proper formal education system & placement policy.

2) To enhance efficiency of util services, reforms & capacity of organisations also needs to be ~~take~~ <sup>given</sup> due consideration.

Autonomy of working of an organisations & its officials should be effective so that the policies & decisions are not influenced by external forces.

Financial accountability & efficiency of org<sup>n</sup> should be enhanced through modern budgetary practices, audits at appropriate levels and efficient use of scarce resources.

Social accountability of org<sup>n</sup> should also be maintained through decentralisation, participatory decision making, social audits by civil society groups / NGOs / people / Gram Sabha.

Transparency of util services is important for efficiency through use of RTI, citizen charter etc.

Infrastructure of org<sup>n</sup> is also a vital component for capacity building.

2. (c) Discuss the concept of 'Political Culture'. What are the major concerns in the political culture today? 15

'Political culture' is the concept of nature of political leadership, impact of political executive or legislators on decision making & administration & governance of country.

In a democracy, elected has the highest credibility by theory because they are the voice of the people, conscience of the nation. This notion gives rise to unquestioned wielding of authority by political class & gives rise to political culture.

Major concerns are:-

- \* Criminalization of Politics: Entering of criminals & people with unimpressive background has given rise to increased muscle power in politics. This class has eroded the credibility of political class.

- \* Corruption: Due to non transparent governance and unaccountability, the corruption & crony capitalism has riddled the country eg 2G/coal gate scam etc.

\* Authority over bureaucracy: Though bureaucrats are responsible and accountable to political masters, use of this unbridled power for influencing the decisions is detrimental to public interest. eg. Ashok Khemka case

\* Regional / parochial interests: Political class represents the region & state from where they come in LS and try to perpetuate the debates about those local interests over national issues & problems eg. Tamilians in ST issue, Teesta water agreement being stalled by WB govt.

\* Parliamentary disruptions for gains which are purely political is very harmful for a democracy and gives rise to irresponsible opposition.

\* Dynasty politics has given rise to culture of nepotism & has become prevalent in almost every part of country with cabinets having even 3-4 members from same family.



3. (a) The National Institution for Transforming India (NITI) will be more of a think tank or forum, distinctly different from the bureaucratic, socialist leaning, Soviet-styled Commission. In the light of the above statement discuss the changed role and responsibilities of planning commission. 20

Planning commission has been demolished and a new institution named NITI Aayog has been formed.

Historically, PC was created with an objective to resource mobilisation, their assessment and providing guidance about centrally sponsored schemes of union govt. But, it acquired a major role in devolving finances of union to state govt through use of article 282 (discretionary grants) and became a point of contention in the process of 'cooperative federalism'.

But, responsibilities of NITI Aayog have been made different than Planning commission. Because of the major criticism of the PC as being a non-statutory body & still holding the biggest bag in devolution of funds in the form of

discretionary grants - it has been kept out of the purview of NITI Aayog. The new body is only going to monitor, analyse and advise for progress and implementation of schemes of centre & states.

It will be a body of experts and technically competent people who will form a central think tank to advise government on efficient resource mobilisation. People from different backgrounds such as economic, financial, social, scientific & civil society representatives shall be brought at one place.

Representatives of state govt have also been included to promote effective cooperative federalism with a view to ~~voice~~ understand their concerns and take them into account.

3. (b) It is generally held that 'Neutrality' Model has not worked in India according to its basic spirit, and that it has not and cannot meet the requirement of rapid socio economic development and that India needs a committed bureaucracy to serve development needs. Justify your stand with suitable Examples.

15

Civil service neutrality is evolved with a concept of non-interference of internal forces of democracy in administration of country. Though, the basic tenet is desirable for autonomous functioning of administration, the conditions & circumstances of country must be taken into account while devising any theory (as has been opined by riggs - to consider ecology of country)

The challenges of developing countries are many. The aim of bureaucracy in Indian context is not the maintenance of status-quo (as is being fulfilled by Weberian ideal construct), rather the objective is to bring change. Problems of poverty alleviation, health indicators improvement, malnutrition, corruption can not be solved based on western model of civil service.

Bureaucratic procedures can not be impersonal, based only on rule of law, and neutral. Rather, we need a bureaucracy committed to ideals of constitutions put forward by our founders eg secularism, pluralism, tolerance and brotherhood.

The bureaucracy must be empathetic to needs of people, ethics should be governed by emotional intelligence & integration and not merely code of conduct based on rules & regulations

eg If a rule prohibiting admission of a disabled child in neighbouring schools exist, it must be modified so as to understand needs of the child & parents.

Rules of a scheme can be modified if a widower and old man applies for his pension or allotment of home few hours late, to secure him his right & not tinker with constructs of structure.  
(Technique of fall)

3. (c) Planning Machinery & Process at the state level has not acquired professionalism and maturity proportionate to the task at hand. Examine.15

Planning machinery in India has largely been centralised i.e. governed from union through planning commission. National development council, has till now approved five year plans at national level (before arrival of NITI Aayog) & resource assessment & mobilisation has also been done at regional level by P.C.

State planning boards are though formed but their existence is merely for namesake. The charge of planning department has been not given due attention & chairman has mostly been given to chief secretary of state.

The assessment of resources of states, and possible ways of their maximum usage has also not caught attention of most states & they remained dependent on PC. With the exception of Kerala, no other state has done statewide survey of its machinery, administration and tasks along with condition of people & development profile to understand the processes & problems.

No state has, effectively consolidated the local level plans submitted through the levels of Zila Panchayat & district

plans to their state counterparts.

Many states have their planning boards, practically defunct. Overlapping of tasks and functions at different level has also not been removed, wherever some progress has been done.

Overall, planning structure of India remains over-centralised with lack of expertise & will power of political class to affect decentralisation.

4. (a) At independence, India inherited from the British a monolithic, strictly hierarchical administrative structure, with the line of command running unimpeded from the Viceroy and Governor-General in Delhi to the farthest village, but with certain well established traditions. Comment. 20

At the time of independence, India inherited an Indian civil service which can be best explained as "To the masses of 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 whom submission was naturally due, its 'paternalistic outlook' and fatherly image created an attitude of dependence-obedience among the people."

The structure of British administration as it evolved through its 200 years of rule was more as a police state, to maintain law & order and a peaceful society, to curb dissent & rising protests. But, as its rightly called - the 'shell-frame of Indian administration' - it had created ~~and which~~ a basic structure for Indian administration and inherited the 'legacy'. eg police system of Indian system is based on 'Indian police act, 1861', 'Indian evidence act & code of criminal procedure, 1861'. These have formed the foundations of Indian system.

The line of command from governor-general to village has also been inherited in Indian administration as union, state & concurrent list of 7th schedule of constitution are largely based on construct of govt of India act, 1935.



The office of district collector also has its legacy from the district administration of colonial times where DM performed judicial & revenue functions both. Under Indian council act, SP was also brought under general control of DM, which is the situation even today.

Flow of hierarchy, opaqueness is still the visible pattern of Indian bureaucracy. 'Police Thana' are still symbols of power which common man dreads to enter.

But, despite these basic impressions of British legacy, India has come forward to maintain and create a democratic decentralised government which is citizen-centric. Examples are reforms in administration like RTI, 73rd & 74th amendments to empower local governments, police reforms, e-governance to increase transparency. Though there is still a long way to go to establish true 'swaraj'.

4. (b) The essence of co-operative federalism is that the Centre and the State Governments should be guided by the broader national concerns of using the available resources for the benefit of the people. In the light of the above statements discuss 14<sup>th</sup> FC recommendations w.r.t co-operative federalism.

Finance commission is constituted every five years, under article 280 of constitution of India to recommend horizontal & <sup>vertical</sup> devolution of funds from union to state level. In this respect, recommendations of 14<sup>th</sup> FC have been a step forward in the spirit of cooperative federalism.

1) FC has recommended the sharing of 42% of divisible pool of taxes under article 270, which is the highest till now. It has increased the financial capacity of states to a high level which was 32% by 13<sup>th</sup> FC.

2) Direct devolution of approx 96000 crores to panchayats & urban local bodies has been recommended of which there is separate percentage of 30:10 & 80:20 for general & performance linked devolution.

- 3) It has not given any separate treatment to special category states and thus has brought parity among all & established a sense of equality.
- 4) Horizontal devolution of states has been given based on criteria of forests, population level of 1971, migratory concerns of 2011 etc; thus promoting sustainable development & addressing concerns of regional disparity through over out-migration from few states.
- 5) Though, financial augmentation has been increased from last FC, the contribution of CSS has been decreased thus providing larger autonomy to states tho to address contextual & local problems based on particular needs.
- 6) Many CSS like BRGF, NCHP etc have been delinked completely & thus providing states full independence over usage of extra financial capacity.
- It had been the major criticism of FC regarding over-centralisation & dictating use of finances.

Though, Abhijit Sen (member of FC) has criticised it on the ground that these schemes were crucial for development of basic infrastructure & rural development and can not be left only to states which have shown lack of political will to mobilise their resources efficiently.

But, overall FC has taken great leap forward in maintaining autonomy of states, promoting performance of local bodies & decentralisation & thus cooperative federalism.

4. (c) In Arthashastra, Kautilya explicitly dealt with machinery and the personnel aspects of administration, while the principles of administration are only implicit in his treatise. Comment. 10

Kautilya has not indulged in the theory building of administration. His statecraft is both normative & prescriptive in nature. Better than evolving some 'principles' or 'ideal-type' of bureaucracy like classical writers - Galick & Weber, he has only described how a state ought to be run, what should be the duties of the king and the general aspects.

But, Kautilya has explained in detail, the machinery & personnel in a state eg. Machinery:

- 1) He defines two types of rulers as Drairajya (rule by monarch who belongs to state) and Vairajya (rule by foreigner)
  - 2) He describes about different departments like forests, mine, gold (valuable metals) and different officials for these work.
  - 3) He has defined hierarchy in official adm<sup>n</sup> eg ~~the~~ Samrahta → Sthanika → Gopas → Gram Vraddha etc in revenue.
  - 4) Financial administration using budget eg Ayastherisa (revenue) & Vyayastherisa (expenditure)
- Personnel:
- 1) Promotion of merit based bureaucracy by defining qualities required in an official as Sattrva, Paajya &
  - 2) Exam based recruitment for different posts eg Blayopatha,
  - 3) Provisions of pensions in case of deceased to wife, children etc.
  - 4) No provision has been provided for training though.

5. (a) In spite of serious challenges to the spirit of constitutionalism in India, there have been several positive developments in Indian political system that generates faith in contemporary constitutionalism in India. Illustrate. 20

India is a country of diverse faiths religions & languages. There are many viewpoints in any such societies which leads to friction among the members and India is no exception. Though, many challenges to its basic tenets of constitutionalism have come eg secularism being threatened by communal riots, incident of Babri, Godhra & Mumbai, regional aspirations taking over hearts & minds of people eg Naxalism using violent means against state threatening democracy, insurgencies in North East, separatist movements in J&K threatening unity & integrity of India, religious extremism & intolerance towards other faiths.

But, India has survived through the ages & even now, there have been many developments which have saved & are saving the 'Idea of India' eg

- 1) Emergence of 'right to information' legislation which opened gates to ~~opaque~~ working of administration & empowered the common man to question activities of government.
- 2) Consensus development towards passing of NJAC bill to bring transparency in judicial appointments (though struck down as unconstitutional) but still goes a long way for maintaining consensus building in political system.
- 3) Creation of inter-state council to solve issues amicably and with mutual cooperation is also a step towards federal spirit of India.
- 4) Striking down of section 66A of Information technology act by supreme court of India is also a step towards freedom of speech of citizens being protected by state under art 19.
- 5) Recognition of transgender as 'third gender' by SC in Naz foundation case is a positive

development which shows our commitment to save the oppressed, the minority, the poor and the underprivileged.

6) Tabling of transgender bill, 2015 by Parliament to provide them 2% reservation in education & employment is also a phenomenal attitudinal change.

7) 'Basic features' of the constitution being declared as unamendable by SC in Keshwanand Bharti case same spirit of eternal inspiration of our founding fathers

5. (b) Virtual monopoly of political power enjoyed by a single political party for some 40 years after independence has systematically converted Parliament into a legislative rubber stamp. Discuss. 20

Post-independence, there was practically a one-party system in India, when INC ruled over most states and union government. At this time, because of the majority from one ideology and party, there was almost a non-existent opposition in Parliament.

There were little disputes or problems between unions and states.

Because of this scenario, role of parliament to keep a check on

8) Providing guaranteed right to work under MNR & EGA

9) protection of human rights of prisoners by Bhutto case.



executive was largely limited. The bills - financial, ordinary or constitutional amendments were hardly stalled at any level. Discourses & opposite views on policies of government was not heard.

But the situation changed after 1967, when Congress lost elections in 9 states and non-NC governments were formed. This era was characterised by increasing political discourses, voices of people being raised about policies & programs of govt and need to strengthen institutions of democracy as legislature & ~~democr~~ judiciary was felt. Emergency in 1975 again focussed attention of people towards need to keep the checks on government through the proceedings in parliament. 4th amendment, 1978 was a step in this direction to increase voice of legislature and President, to reconsideration provide

of bills aspect. Need of mechanism like inter-state council was felt to promote true spirit of federalism.

Again, a new debate has emerged since 2014, when even after gaining brute majority in Lok Sabha, party can not legislate on important matters because of insufficient numbers in Rajya Sabha. This brings us to the importance & relevance of upper house in democratic polity of India.

Thus, though virtual monopoly initially created less dignified role for govt legislature, it has been largely redefined and modified with changing circumstances with more pronounced role of all organs of democracy such as judicial activism for developmental programs, role of permanent executive as well as parliament.

5. (c) Indian constitution promises not only political democracy but also social democracy. Analyse. 10

Indian constitution has provided not only the right to vote to all its adult citizens but also has created 'a welfare state' by various provisions of fundamental rights & Directive principles of state policy. Some examples are:-

- 1) Freedom of religion to profess & practice of any religion (Art 25)
- 2) Freedom of cultural and linguistic minorities to administer their educational institutions & protection of their culture (Art 29 & 30)
- 3) Protection against discrimination based on religion, race, caste, sex or place of birth (Art 15)
- 4) Securing a uniform civil code to all its citizens (Art 44)
- 5) Equitable distribution of its materials & resources (Art 39b)
- 6) Encourage participation of workers in management of industries

7) Organisation of village panchayats  
(Art 40)

8) ~~Protection of vulnerable sections;~~

1) protection & empowerment of socially and educationally backward sections especially SCs & STs (Art 46)

2) provision for constitution of National commission for SC/ST

(Art 338/338A)

3) Reservation of seats in Parliament

/State legislature for SC/ST (330/332)

4) 'Equal pay for equal work' for all men & women (Art 39)

5) 5th & 6th schedule provision to secure welfare & autonomy of tribal population (Art 224)

6) Min of tribal affairs for MP, Chattisgarh, Jharkhand & Odisha (Art 164)

Thus, constitution has taken care of every section of population and has given them adequate representation for the development of healthy democracy.