



PUBLIC ADMINISTRATION

Name of Candidate **SATYAKAM DUTTA**

Test Code **PubAd - 6**

Schedule

Registration No. **572**

Place

Time

Module **6**

Classroom

Distance Learning

Classroom & Distance Learning

EVALUATION INDICATORS

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

INDEX TABLE

Q.No.	Page No.	Maximum Marks	Marks Obtained
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Total Marks Obtained

Remarks:

Signature of Examiner

INSTRUCTIONS:

1. Do furnish the appropriate details in the answer sheet (viz. Name, ID Number and Test Code)
The Candidate should fill the index table, especially for him/her.
2. In the left margin, she/he should write only question number and in the right margin, nothing should be written.
3. The page number should be coded by the candidate himself and the range of page number related to the answer of the question should be used to complete the index table.
4. All Parts of the questions should be written at one place.
5. No Supplementary sheet shall be provided by the management. So the candidate is advised to accommodate required information within the space provided.
6. The candidate need not write anything in his/her answer that derogates the dignity of an individual or an organization.
7. The candidate should respect the instructions, given by the invigilator.
8. The Examinee has to submit the answer sheet to the invigilator after completion of examination.
9. However, he/she is allowed to take away the question paper.

1(a) "Administrative reforms in India can be described as piece meal."

The ushering of India's independence brought a lot of challenges to the ruling executive which they sought to mitigate via appointing a series of reforms committees and commissions in the immediate years succeeding Independence. JVP committee, Santhanam Committee, Paul Appleby's committee etc were set up to give independent India a new administrative outlook different from the regressive, autocratic outlook of British administration.

But, it has been a matter of great public outcry and systemic apathy that hundreds of recommendations by such committees still remain unexecuted. The glaring examples are that of establishment of an Ombudsman (Lokpal) and of Police Reforms, which still run of Archaic Acts going back to the 19th century.

The pace of implementation of suggested reforms is thus very slow, factors leading to such slow pace are the leviathan of bureaucracy, political unwillingness, comfort of the maintained status quo, apathy of the general public and dearth of good leadership.

In the years after Independence only notable reforms which have found greater supports are the RTI, FRA, the 73rd & 74th constitutional amendments, reduction in misuse of Article 356 as per Sarkaria commission's suggestions and electoral reforms carried out post T.N. Seshan's tenure.

With the advent of a stronger civil society and the social media revolution, participatory democracy has found a new lease of life in India. It can be hoped that ~~advis~~ the pace of administrative reforms increases in times to come.

1(b)

In our country more than 70% of the population live in the rural areas and a major share of them depend on agriculture as their primary source of income. However, it will be wrong to conclude that agricultural development ^{only} would lead to rural development. We would have to consider the following factors as well. —

- 1) To bridge the digital divide, infrastructural development of the villages is a must. Rural empowerment through building stronger bridges and roads, schools, hospitals etc would bring in prosperity in the villages.
- 2) Strengthening of the banking sector in the villages would contribute towards financial inclusion.
- 3) Spread of literacy and education would give the rural population, the most needed empowerment.
- 4) Improvement in health facilities would help reduce IMR, MMR etc and increase life expectancy in the rural areas.

5) Skill development programs would make village population empowered to get skilled and semi-skilled jobs in the urban areas, as the migration from rural areas to urban areas has become as true as rural areas slowly becoming more and more urban like.

6) Strengthening "information superhighways" through connectivity of high speed broadband to all panchayats would make all above objectives easier to achieve.

For holistic development of the rural sector, not only the agricultural sector, but also health, education, social security, banking, skill development, IT etc need to be strengthened at the village level. Gandhiji's dream of village autonomy can be achieved through only through self empowerment.

1c

National Human Rights Commission is the apex body in India to safeguard human rights of all residents of India and pursue cases of human rights violations when approached or even suo-moto. Such a mandate has given the NHRC immense scope for ensuring proper adherence to human rights principles and punishment of the guilty in cases of violations.

After its formation in 1993, NHRC has done a lot of good work by bringing to the notice of the policy makers issues related to child labour, human rights abuses in the prisons, condition of women in workplaces where they are subjected to sexual exploitation, human rights violations in the conflict Areas of J&K, Assam, Manipur etc.

However, in spite of being successful to a considerable extent, human rights violations continue to happen and accused go scot-free.

The followings are the NHRC attributable causes of such laxity in enforcement and precedences of impunity -

- 1) NHRC is an advisory body in terms of policy making and has a minor role in active policy making.
- 2) Weak reporting mechanism for reporting of cases of human rights abuses.
- 3) Non-cooperation of from the Police establishment who are ~~to~~ more politically inclined.
- 4) Lack of ethics and human values in the criminal justice system.
- 5) Unavailability of requisite competent staff within the NHRC.
- 6) Improper ~~or~~ cap or negligible capacity building of police forces in terms of human right laws and values.

All these factors contribute towards functional loopholes which undermines the independence and impartiality of NHRC.

2 (a)

The most condemned issue in India which has caught unprecedented public imagination in the recent times has been the issue of 'corruption'. The exposure of deficit in governance, unearthed by various checks and balance put in through RTI, CAG, Election Commission and by the honorable Supreme Court has made 'corruption' the single most debated and loathed issue in public parlance.

The battle against corruption should be both, as rightly said, systemic and systematic. The systemic changes which may built a barrier against prosperity of corruption can be listed as -

- 1) Electoral reforms such as public financing of elections should be brought about.
- 2) Establishment of the institutions of Lokpal and Lokayuktas without undermining the federal structure of our democracy.

- 3) Strengthening the RTI act via proper IEC measures and capacity building.
 - 4) Judicial Accountability through a judicious judicial accountability bill, balancing between judicial independence and accountability.
 - 5) Public Services bill, making certain public services mandatorily be available with specified time limits.
 - 6) Implementation of e-governance in all spheres of government activity to ensure transparency, accountability and citizen centricity.
- *) All these systemic changes should be complemented by the following systematic changes as well -
- 1) Making citizen charters mandatory for government offices and establishments.
 - 2) Strengthening of the grievance redressal mechanisms of government and public facing establishments.

- 3) Ensuring Business Process Reengineering (BPR) of the Government departments and bodies.
- 4) Enforcing code of conduct, ethics and values in governance.
- 5) Creating a better citizen-government interface by using existing infrastructure like the CICs, Post-offices or creating infrastructure for the same.

Noted economist, Kaustik Basu, has offered a new dimension to the thought of fighting corruption by suggesting to make "harrassment bribes" legal, which means the petty giver of the petty bribe to get his work done avoiding harrassment wont be legally prosecuted. Such ideas need to thoroughly dissected and analysed. With the country already knee-deep in corruption with more than the size of the dark economy more than 50% of the legal economy, the fight is going to be a long drawn one.

2(b)

Abraham Lincoln, the then President of the US, very rightly said that "Democracy is for the people, by the people and of the people." However, true democracy got established in the US much later with voting rights finally being conferred upon the women and the blacks. Hence for young nation of India, all of 64 years, it may require a few more decade to live upto what Abraham Lincoln said.

In the last few years, we have seen a tremendous increase in people participation in our democracy, fostered by the technological revolution as well as by systemic changes like the RTI, FRA, PESA and the 73rd & 74th constitutional amendments. There are still many other mechanisms through which the relationship between the government and citizens can be further fostered -

- ① Institutionalising the Civil Society as in the case of National Advisory Council (NAC)
- ② Implementing and strengthening the Common Service Centres (CSC) in the 1 lakh villages in India
- ③ Implementing the measures for Police-Citizen Coordination committees as in the newly passed Police Acts of the states.
- ④ Setting up kiosks in the DC/SDOs offices as citizen information/facilitation centers.
- ⑤ Strengthening the grievance redressal mechanisms of all government bodies, offices and centrally/state sponsored schemes.
- ⑥ Implementation of citizen charters in all government offices and institutions
- ⑦ Strengthening the concept of Social Audit and making it mandatory for all CSS and other important government tied schemes.

- ⑧ Give more financial autonomy to the ULBs and PRIs and provide them more untied grants. Additionally, make the Gram/Ward sabhas more strong through people participation and capacity building
- ⑨ Passing legislations like e-delivery of Public Services bill, Lokpal bill ~~etc~~ etc which empowers citizens with rights towards services etc.

All these mechanisms, if implemented in true spirit can ~~sets~~ realise the objective of proper rural democracy and functional democracy with enviable relationship between citizens and administration

3(a)

The 73rd constitutional amendment has made it mandatory for planning to be decentralised and with a bottom up approach where district planning committees prepare plans for their districts with involvement of the bottom-rung of bureaucrats who are always in touch of the real situation which the district faces. This is very crucial as a plan made with a top-down approach may not reflect the actual need a district faces.

Proper planmaking in such an environment would however need a proper training mechanism which would train local officials on how to develop planning material. The local plans would be implemented locally by local authorities and thus would help solve local problem to a great extent.

After liberalisation of India's economy in the 1990s, there has been a spurt of

rural exodus to the urban areas thus transforming many semi-urban areas to full fledged urban landscapes and at many places, the suburbs of urban endaves have becomes totally urban. This has led to an increase in urban agglomerations in the country.

The planning for such agglomerations are very crucial. Some of the factors are explained below -

1) The rise of agglomerations have followed a very unplanned manner and thus availability of citizen-centric services can be facilitated only when planning and streamlining occurs.

2) The agglomerations mostly consists of people in the lower rung of the economy. Thus, they need the support of the government the most.

3) These agglomerations will continue to expand. Thus it is utmost necessary that the initial development in such area are well planned so that it can absorb any unprecedented growth later on.

4) Urban agglomerations sometimes fall in different administrative areas, or sometimes in two or more districts or states. Thus an inclusive, consensus-oriented and planned infrastructure development in such areas is a must.

5) It is the responsibility of the government to maintain proper living conditions, hygiene etc in such agglomerations, for which a planned approach is mandatory.

In view of all these factors, planning for Urban Agglomerations is the need of the hour and should not be neglected at any cost.

3(b)

The financial relationship between the Centre, the States and the Local bodies, both in the urban and rural areas (ULBs and PRIs) has been a widely debated topic of analysis since the passing of the 73rd and 74th amendments to the constitution and the formation of the State Finance Commissions with the mandate to streamline ^{money} flows to the local bodies to enable them to achieve greater autonomy.

There has been two lines of thoughts regarding the medium of flow of funds to the local bodies. One idea is to strengthen the local bodies through making the funds available through the states. The other idea is to route the funds directly to the local bodies without interference of the states.

The following advantages can be achieved via routing the funds through the states -

1) The schemes ~~of~~ implemented by the local

bodies mostly belong to the state subjects in the 7th schedule.

2) The DM, DCs etc are of the State cadre controlled by the state who majorly oversee the activities of the local bodies.

3) Monitoring of funds utilization can be best done by the states as in the other case, the centre might become overburdened

4) The elected members of the State Legislature are responsible to the residents of their constituency and would like to control, monitor and oversee funds utilization in their respective local bodies.

However, the routing of funds directly from the Centre to the local bodies also have its fair share of advantages

1) Greater financial autonomy is attained by the local bodies when local bodies get direct funds.

2) Corruption or mismanagement of the funds, like the N.C.Hills Scam in Assam, does not occur at the State level if local bodies get direct funds.

4) A major portion of the funds received by the local bodies, in case, are untied, the local functionaries can use it to their own discretion which would lead to localised development by the local bodies.

5) Such direct transfer of funds would lead to greater participative growth in the villages and urban area under ULBs

It is, hence, can be surmised that direct transfer of funds to the local bodies would foster inclusive growth, participation and the root-level democracy. Even the 2nd ARC and Panchajit Commission recommends such a transfer facility. The 13th Finance Commission has taken several steps in this direction too.

5(a)

In several states of India, they have constituted District Planning and Development Boards. Mostly in states where the District Planning Committees, under the 73rd Constitutional Amendment, are not created, the DPDBs have been there previously and the states have decided to go ahead with the DPDBs only. The north eastern states under 6th schedule where the 73rd and 74th amendments do not apply also have the DPDBs.

The following are the main objectives of the DPDBs -

- 1) To formulate the district level plan for the development of the districts
- 2) To provide support to the state to form the state plan which reflects the true needs and requirements at the district level.
- 3) To take necessary steps for proper implementations of the district level schemes and programs.

- 4) To oversee the monitoring of the district level projects.
- 5) To foster participative administration at the panchayat level.
- 6) To act as an interface between the citizens and district administration.
- 7) To coordinate between the district agricultural marketing boards, market institutions, chambers of commerce etc.
- 8) To provide support to the district administration in matters relating to administration and law and order.

The District Planning and Development Boards have been performing strategic Plan exercises for a long time. In case DPCs are created in the remaining states, DPDBs should be merged with them to create a strong institution.

5(b)

The bureaucratic leviathan of Indian administration fosters status-quoism to a large extent. Slow pace of technological growth in the years post independence has made the bureaucracy averse to any measures for reforms and upheaval of the existing system. However in the recent years, we have seen phenomenal technological innovations which have redefined the contours of governance and thus the status-quoism may become transient very soon.

Democratic decentralisation needs a lot of reforms, both at the structural level and at the process level. The structural level reforms can be carried out following more outsourcing of technical work (contracting out) and minimizing the bureaucracy. PPPs in core governance areas may also qualify to be structural level reforms. Business process Reengineering (BPR) or Government Process Reengineering

(CPR) shall endeavour to bring in process level reforms using technology, specifically IT.

However, both these exercises are bound to bring in lot of resistance from the existing structures and processes, with people and red-tapes forming bulk of such resistance. Proper training and capacity building only can instill confidence among the people as any reforms process, structural or procedural would need the confidence of the people to achieve success.

5C) Community policing is the empowerment of communities to control law and order in their communities in a participative fashion. Though this concept may be successful in a homogenous society, in a country like India, with a big heterogenous society, except in few pockets, community policing may be a difficult idea to practise. Hence it has not become an effective means of bridging the gap between the police and the public, as initially it was touted to.

The following reasons can be cited as reasons for its delayed progress.

- 1) Police, as well as community police should be representative of the society it polices. The community police personnel should be from all layers of the society and not become victims of elite-capture, which now it has become.
- 2) Proper empowerment to the community police has not been given. Separate laws should be passed in this regard.

- 3) The Community Police personnel should be given proper training and Capacity building. They should be taught to handle both the criminal and the crime.
- 4) Lack of support from the State machinery, as Law and order is a state subject, has made the Community Policing movement largely paralysed.
- 5) Lastly, a society gets the kind of Police it deserves. With a society, not interested in participatory democracy, the community policing movement would remain far from being successful.

Due to these various reasons, the idea of community policing is yet to establish itself as an effective means of bridging the gap between the police and the public.

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Subsidiarity is the governing principle in which the governance is handled in an autonomous way by the lowest, smallest but nonetheless significant administrative units. In the empowerment of local bodies, the principle of subsidiarity is the central idea as it gives functional, financial and structural autonomy to the local bodies who can focus on local problems and can address them using local solutions.

Subsidiarity also helps local bodies in participative administration. The local bodies can consult local NGOs, societies etc and can also appoint them in running local developmental programs and schemes.

Another advantage of subsidiarity is that it fosters transparency and accountability in governance. The empowered local bodies are meant to be scrutinised by the local people as they are equal shareholders in the developmental process.

Subsidiarity fosters good governance and also spreads a feeling of belongingness among the local people. It makes the lowest administrative units responsible to and responsive to the people.

However, it is true that subsidiarity cannot be the only solution to the local problems of the people. It has to be complemented well by a slenth of other measures which are briefly listed below —

- 1) Subsidiarity without demarcated autonomy and responsibilities can be detrimental to local interests.
- 2) Political will is very important for the success of subsidiarity.
- 3) People empowerment and people participation are also key to successful implementation of subsidiarity principles.
- 4) Capacity Building of local officials in handling local problems effectively also needs to be ensured.

5) Proper communication and support between the local bodies and other local level organisations are also a must for the success of the subsidiarity principles.

The 73rd and 74th constitutional Amendments have tried to bring in subsidiarity in local governance. However the implementation of the same has not been close to being satisfactory. The 2nd ARC also has cited it as one of the most important features of local administration. India has to move ahead by strengthening

7(b)

Criminalisation of the Police Machinery has been seen as the most concerning lacunae in ^{the} law and order administration in India. Criminal elements are inserted into the Police Machinery by the Political class to serve their own partisan interests. This has created a wide gulf between the general public and the Police. This deficit of trust has seriously undermined participatory governance in the country.

Criminalisation of Police Machinery has led to serious other repercussions as well -

- It has seriously hampered the impartiality of the Police force as the rich and the powerful uses the force to suit their own interests.
- The criminal justice system is imparted as the Police tend to side with criminals hampering proper investigation.

- It has led to serious internal conflicts among the Police forces as well as rival criminal forces have built independent, separate bases within the police system
- It also tends to negatively impact the morale of the honest policemen who are generally treated with badly by serious and colleagues who side with the criminal elements.
- Public cooperation is very critical to an effective policing system. Criminalisation obstructs public cooperation, which then leads to an ineffective policing system.
- Criminalisation of Police machinery also leads to oppression of the poor and the unprivileged who are meted with regressive tactics by the police forces.
- Criminalisation also leads to false convictions of innocent people. Fake cases and other harassments are meted out to people who do not fall in line with criminal elements.

Hence, we observe that Criminalisation of the Police Machinery has led to a severe credibility crisis in the criminal justice system of the country. Several commissions and reports have lambasted the phenomenon of criminalisation, which include, the Election Commission, the 2nd ARC, the New Police Act (Soli Sorabjee) and other state Police Acts. Proper measures should be put in place at the earliest to counter and mitigate it, which may be - state funding of elections, barring people with criminal antecedents from contesting in elections, barring local militias like the Ramer Sena, voluntary disclosure of assets by people contesting election (already implemented by EC) etc.