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# **PUBLIC ADMINISTRATION**

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# PUBLIC ADMINISTRATION

IAS Mains Q&A

2008-2023 Topic-wise PYQ Solved Papers



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Editor - N.N. Ojha

Solved by - Chronicle Editorial Team

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# CIVIL SERVICES (MAIN) EXAM 2023

## PUBLIC ADMINISTRATION

### PAPER-I

#### INTRODUCTION

**Q. Public administration horizons have been expanding to cater to the complex needs of the citizens in the globalized era. Explain.**

**Ans:** In the era of globalization, public administration has undergone a profound evolution to meet the intricate demands of citizens. This expansion of horizons reflects the imperative for adaptive and collaborative governance in addressing the interconnected challenges posed by globalization, technological advancements, and societal complexities such as

- **Globalization and Interconnectedness:** With the advent of globalization, nations are interconnected like never before. This has led to increased interdependence, necessitating public administration to adapt and collaborate across borders. For example, organizations like the World Health Organization (WHO) work globally to address health challenges that transcend national boundaries.
- **Technological Advancements:** Rapid technological advancements have transformed public administration. Digital governance initiatives, such as e-governance platforms and digital service delivery, have enhanced efficiency and accessibility for citizens. For instance, India's Aadhaar system has revolutionized identity verification and service delivery.
- **Complexity of Issues:** The issues facing societies today are more complex and multifaceted. Public administrators must deal with challenges like climate change, cybersecurity, and socio-economic disparities. This requires innovative policies and collaborative approaches. The Sustainable Development Goals (SDGs) exemplify a global effort to address such multifaceted challenges.
- **Public-Private Partnerships (PPPs):** Collaboration between the public and private sectors has become increasingly common to leverage resources and

expertise. PPPs in infrastructure development, healthcare, and education have expanded the scope of public administration's impact.

- **Decentralization and Citizen Participation:** There's a growing emphasis on decentralization and participatory governance. Local governments and community-based organizations play a crucial role in addressing local needs. For instance, participatory budgeting initiatives empower citizens to contribute to decision-making processes.

Thus it can be seen that public administration has expanded its horizons to navigate the challenges and opportunities presented by globalization, technology, and societal complexities, guided by the principles and insights of renowned thinkers in the field.

**Q. Minnowbrook III emphasized the importance of empirical research in generating valuable insights for public administration and recognized the need to tailor education in the field to different regional contexts. Examine.**

**Ans:** Minnowbrook III, a landmark conference held in 2008, underscored the significance of empirical research in generating valuable insights for public administration and highlighted the necessity to customize education in the field to diverse regional contexts. This emphasis was a response to the evolving challenges and complexities faced by public administrators globally.

- One of the key outcomes of Minnowbrook III was the recognition that public administration education **should not be standardized** but should take into account the **unique socio-cultural, political, and economic contexts of different regions**. For example, in **developing countries**, where governance structures and administrative capacities may be weaker, the **focus of education** should be on **building fundamental administrative skills, fostering transparency and accountability**, and addressing issues of corruption.

## 2 ■ PUBLIC ADMINISTRATION IAS MAINS Q&A 2023 PAPER - I

- On the other hand, in **advanced economies**, the emphasis may shift towards **strategic management**, **policy analysis**, and **leveraging technology for efficient service delivery**. The curriculum and pedagogical approaches need to be adapted accordingly to ensure relevance and effectiveness in addressing the challenges faced by public administrators in each context.
- Moreover, **empirical research** provides a robust foundation for **evidence-based policymaking** and **program evaluation**. As by studying empirical data and analyzing outcomes, policymakers can identify best practices, assess the impact of policies, and make informed decisions to improve public services and governance.
- Various scholars and practitioners at Minnowbrook III argued that empirical research plays a crucial role in understanding the dynamics of public administration and in formulating effective policies and strategies.
- This view aligns with the ideas of prominent public administration thinkers such as **Herbert Simon** and **Dwight Waldo**.
- **Herbert Simon** advocated for the use of **empirical research** to study administrative processes and decision-making. He emphasized the importance of studying actual behaviour and outcomes rather than relying solely on theoretical models. Simon's concept of "**bounded rationality**" posits that decision-makers operate within cognitive limits, and empirical research helps in understanding these limitations and improving decision-making processes.
- **Dwight Waldo** highlighted the need to consider contextual factors in administrative practices. He argued that public administration cannot be viewed as a universal set of principles but must be adapted to specific contexts and environments. Waldo's ideas resonate with Minnowbrook III's emphasis on tailoring education in public administration to different regional contexts, recognizing the diverse challenges and needs faced by administrators across various regions.

In conclusion, Minnowbrook III's emphasis on empirical research and tailored education in public administration reflects a nuanced understanding of the discipline's complexities and the need to adapt to diverse regional contexts.

Hence by integrating insights from scholars like Herbert Simon and Dwight Waldo, public administration can evolve as a dynamic field that effectively addresses contemporary challenges and contributes to good governance globally.

### ADMINISTRATIVE THOUGHT

**Q. Efficiency, in the specialized sense, is an organization's capacity to offer effective inducements in sufficient quantity to maintain the equilibrium of the system. Analyze.**

**Ans:** Efficiency in public administration, particularly in its specialized sense, delves into the organization's ability to provide compelling inducements at an adequate level to sustain the equilibrium within the system. It extends beyond mere resource utilization and encompasses creating an environment where effective inducements align with organizational objectives, employee motivations, and the equilibrium of the system. This foundational idea had been validated by prominent thinkers such as

- **F. W. Taylor's Scientific Management** principles emphasize optimizing workflows and standardizing processes for maximum efficiency. Taylor's idea of "**Performance based incentive**" reflects upon effective inducements in this context tied to productivity metrics.
- **Weber's principles of bureaucracy** stress the importance of clear hierarchies, formal rules, and specialized roles. He was of the opinion that efficient bureaucracies offer inducements like **career progression** and **job security** to maintain stability and motivation among employees.
- **Simon's bounded rationality theory** acknowledges that decision-makers have limited cognitive abilities. Hence to enhance efficiency, organizations must provide incentives aligned with employees' motivations and capabilities, ensuring they make rational choices within their cognitive limits.
- Similarly **Drucker's Management by Objectives** approach focuses on setting clear goals and aligning employee efforts towards achieving them. He propounded that efficient organizations use incentives such as **bonuses tied to goal attainment** to drive performance and maintain equilibrium.

The above arguments can be substantiated with current practices like, in the private sector, companies like Amazon use inducements like stock options and career development to retain talent and boost efficiency. Similarly, government agencies enhance efficiency by setting measurable targets, offering incentives, and recognizing achievements to motivate their workforce in service delivery or cost savings.

Thus efficiency, as analyzed in this context, underscores the critical role of strategic inducements in preserving organizational equilibrium.



# 1

## INTRODUCTION

**Q. Public Management takes “What” and “Why” from Public Administration and “how” from Business Management. Elaborate (CSE 2022)**

**Ans.** Public Management is defined as an activity which is a part of public administration having “citizen centricity” and “welfarism” as its core objectives however it uses tool and techniques of business management in order to be more efficient and effective.

The idea of public management arose with the use of term “New Public Management” which was introduced in 20th century in the backdrop of problems related to globalisation, world-wide contention and failure of government policies and programmes.

Thus, the idea of Public Management arose as a possible solution to the then contemporary problems, where Public Management became synthesis of Public Administration and business management. Hence Public Management gets its clarity of “what” and “why” it needs to do from Public Administration, where “what” perspective defines that public administration work towards establishing “welfare state” for people by executing and implementing “citizen centric” policies and programmes so that society could become more just and egalitarian, thus displaying the core principles of good governance.

However, on the other hand, the “why” perspective is based on “Social Contract” theory where states are legally and morally bound to serve people as people have given the state the power to rule.

Thus, with clarity of “what” and “why” perspective from Public Administration, Public Management takes “how” perspective from Business Management where Business Management provides tools and techniques for managing human resources, adopting methods of new public management like “contracting out”, “total quality management”, “organisation and work method”, “performance appraisal”, “scientific financial and budget analysis” so that it can achieve

3E’s i.e. economical, effective and efficient in public administration domain. Thus Public Management achieve its clarity and derives its roadmap taking “what” and “why” from Public Administration and “how” from Business Management.

**Q. New Public Service celebrates what is distinctive, important and meaningful about public services. Discuss. (CSE 2022)**

**Ans.** The New Public Services is presented as a set of ideals and related practices emphasising democratic norms and citizen engagement in the conduct of public administration. It has been offered as an alternative to the New Public Management (NPM) which was popularised by Osborne & Gaebler in Reinventing Government (1992).

The New Public Service addressed core questions about the nature of public service, the role of administration in governance and the value tension surrounding bureaucracy, efficiency, equity, responsiveness and accountability. New Public Service provides a framework calling for reaffirmation of democratic values, citizenship and services in the public interest.

**The meaning, distinctiveness and importance of new public service are based on certain core principles:**

- 1. Serve Citizens not Customers:** Unlike NPM, where government was premised to be an entrepreneurial government as popularised by Osborne & Gaebler, where goals and objectives of government were filtered through the lens of economy and efficiency and thus individuals were treated as clients however New Public Service negated this thought and advocated for “democratic citizenship” where individuals could be treated as citizens not as clients.
- 2. Seek the Public Interest:** The state and the relationship of citizens to the state should be based firmly on the idea of the self-interest. Government exists to ensure that citizens can make proper choices

# 2

## ADMINISTRATIVE THOUGHT

**Q. Every human organisation shall start from System-I and ultimately end up with System-IV. Comment on Likert's statement.**

**(CSE 2022)**

**Ans.** Rensis Likert is one of the behavioural thinkers, who believed that roles and relationship the management and employees have, it has everything to do with the question of how able an organisation is to become successful. With this mindset, he identified "Four management styles" in the form of Likert's management system that can vary depending upon the manager and the entire organisational environment.

Thus Likert's management system identified 4 leadership styles which are based on management and employees relationship which are as follows:

### Likert's Trust-Motivation-Interaction Grid

	Trust	Motivation	Interaction
<b>System 1</b>	No Trust	Fear, Threats, and Punishment	Little Interaction, always Distrust
<b>System 2</b>	Master/Servant	Rewards and Punishment	Little Interaction, always Caution
<b>System 3</b>	Substantial but Incomplete Trust	Rewards, Punishment, some Involvement	Moderate Interaction, some Trust
<b>System 4</b>	Complete Trust	Goals based on Participation and Improvements	Extensive interaction. Friendly, high trust

Thus in case of organisational theory, it would appear justifiable that an organisation should embrace system - I i.e. "exploitative authoritative", where top management would be the decision maker and the communication ought to be top down, however later with expertise and experience, the organisation would move towards System-II and System III and finally to System IV.

However in practice the movement is not always unilateral rather it embraces the leadership style depending upon the goal, ecology and environment in and for which the organisation works.

For example, during emergency situation the leadership assumes "exploitative authoritative" approach i.e. system-I however in normal times the organisation is based on participative management approach i.e. System IV.

Similarly military organisations or other such organisations which have routine functioning and are based on clear rules and regulations would require the system-II i.e. "benevolent authoritative".

For organisations and departments which require innovation, research and development along with constant evolution would require System-III and System-IV based leadership skills i.e. "Consultative System" and "Participative System" in order to assure maximum efficiency.

Hence not always all organisations move from System-I to System-IV, rather the ecology, environment and goal of the organisation determines what leadership style or system of organisation it would embrace which can vary from system to system based on time and need.

**Q. Human relationists postulate that 'what is important to a worker and what influences his/her productivity level may not be the organisational chart but his or her association with other workers'. Is it more relevant today?**

**(CSE 2022)**

**Ans.** Human Relations Theory (HRT) is a school of organisational thought which focuses on workers' satisfaction and places emphasis on importance of the individual. The theory came in the backdrop of as a critic to Classical Organisation Theory, where individuals were treated as "mere cog in the wheel", however HRT sees individuals as "idiosyncratic who responds to his or her environment".

## ADMINISTRATIVE BEHAVIOUR

**Q. Strategic communication ought to be an agile management process. Discuss the conceptualisation of strategic communication for the government actions. (CSE 2022)**

**Ans.** Strategic communication is defined as an orchestrated use of channel of communication to move and influence public policy or to promote an agenda. It is the process of delivering a unified message through suitable channels and is oriented towards orchestration, synchronisation of actions, words and images in order to achieve the desired effects.

It aims to build confidence and promote active dialogue through multilateral exchange of ideas. The leaders are driving force of strategic communication those who ensure effective co-ordination and integration of effort. The process involves continuous analysis, planning and execution. It is this approach which ensures its effective use in agile management process.

The 21st century is era of technology, adaptation and continuous evolution. Similarly the goals, objectives and issues in governance too are rampantly changing in nature. Thus the government needs to be agile and adopt continuous adaptation. The agile management is based on continuous iteration and policy analysis, it promotes continuous monitoring, analysis and then gradual adaptation and is premised on the base to meet even certain unforeseen externalities besides desired goals and outcomes.

The Economic Survey 2021-22 talked about agile management approach, as nation was hit by Covid-lead pandemic. The survey advocated for "agile management" in place for "waterfall approach" which was used earlier. The pandemic lead the economy and social mobility to hit rock bottom and thus without the availability of any reliable data obtained by CSO and NSSO, the government relied on unconventional sources for policy targeting, referred as "High frequency indicator" like banking transaction, Baltic dry Index, UPI transactions, LPG cylinders disbursal, etc.

It is this agile approach that lead to continuous adaptation in wake of uncertainties due to the pandemic. The government used strategic communication approach advocating balancing demand and supply side i.e. by providing cheaper credit and loan to the tune of Rs. 20 lac crore to worst hit MSME sectors, similarly schemes like MNREGA and PM-Garib Kalyan Yojana were used to address the issue of reverse migration and assist the rural economy.

The necessity to improve fiscal health and prevent leakage of funds lead to identification of beneficiaries and disbursal of credit and subsidies to the individuals' account based on DBT.

The idea was successfully executed all because of strategic communication based on agile management.

Institutional reforms like NITI Aayog in place of Planning Commission which was earlier based on "Five Year Plan" approach proved to be ineffective, however now with continuous adoption and need of agile approach NITI Aayog uses "3 year agenda" to accomplish the task and target in 3 years, similarly it uses "7 years strategy" to draw a roadmap for development of the country and "15 year vision" that encompasses overall goal and objectives of the country for next 15 years.

The institution ensures continuous iteration and thus update and upgrade itself with changing pace of time for example, adoption of hybrid vehicles and designing road map for clean energy in pursuance of government objectives and goals. The government through agile management had identified the domestic causes of pollution and thus uses strategic communication to motivate individuals and nation as whole to work for the possible solutions.

Thus, strategic communication serves as a necessary tool in modern day governance where government needs to be agile and flexible. Hence, through their effective and complementary use, government can boost its governance mechanism and conceptualise its functioning in modern era.

## ORGANISATIONS

**Q. Public-private partnership phenomenon has been transformed into a type of governance scheme or mechanism. Discuss its capacity to overcome future challenges. (CSE 2021)**

**Ans:** Public-private partnership has been defined by the World Bank as a “long term contract between a private party and a government agency for providing a public asset or service, in which the private party bears the significant risk and management responsibility”. The model relies on recognition that both sectors have certain relative advantage with each other in performing specific task, however governance is defined as “the mechanism or machinery through which government exercises its powers and authority, the activity today is not limited to government alone rather it encompasses a network of actors.

These network of governance depend on collaboration and participation, where state being the central authority leads the role of a “facilitator, catalyser and helper”, in bargaining and negotiating with the private sector with prime focus on combining resources of both public and private sector in the form of public-private partnership for effective and efficient service delivery and managing public affairs.

PPP model has been the lead instrument of change in many infrastructural projects, of which economic infrastructure has been biggest beneficiary like development in ports, road networks, airports, etc. However, besides economic infrastructure, the PPP model has been well reformative in social infrastructure projects too like education, health, sanitation and many other related sectors. The Mid-day Meal scheme with collaboration of Akshaya Patra foundation on PPP model has shown its effectiveness in increasing attendance and improvement in health of school children. Similarly, issue of solid waste management through PPP model has championed the cause of Swachh Bharat scheme. In contemporary Covid-induced uncertainties, PPP model served as a bridge in effective governance where private hospitals admitted patients collaborating with government under PM-JAY scheme.

Thus, PPP model has served to make sure availability of resources, skills and fund letting government bypass these complex issues which are time consuming and expensive, while on the other hand private sector can use the position and authority of government in getting approval for issues such as land acquisition, environment clearances and fund availability. As a result of it, this model is being increasingly accepted as a new policy instrument in governance reform.

However, despite its shiny silver linings in contemporary times, a pro-activeness is needed as there are always future challenges in rapid evolving times be it in education, health or any other sector, to address these challenges and introspection is always needed to

- addressing the issue of sound legal mechanism in place for hassle free future recourse;
- having a consensus on what critical information of relevant sectors should be made available;
- clarity regarding what would be the opportunities for investments made;
- whether the project taken is impartially and independently monitored; United Nations agency UNODC in its report “probity in public procurement” has flagged PPP projects in India more prone to corrupt practices.

In pursuance of these challenges, the Govt. of India formed a committee in 2015 under Vijay Kelkar on PPP revitalisation to address future challenges. Few recommendations of the Committee are:

- Establishment of independent regulatory agency.
- An amendment to Prevention of Corruption Act to differentiate between error of judgement and wilful corrupt practices.
- To provide monetisation of complete projects.
- Constitution of Infrastructure PPP Adjudication Tribunal (IPAT) headed by Supreme Court or high court judges.
- Infrastructure PPP Review Committee with experts from economics, law and engineering to assist in technical details.

# ACCOUNTABILITY & CONTROL

**Q. Social auditing is not just saving the money, it creates positive impact on governance. Comment. (CSE 2022)**

**Ans.** Social audit is a process in which details of the resources both - financial, and non- financial use - by the public agencies for development initiatives are shared with the people. Social audit allows people to enforce accountability and transparency, providing the ultimate users an opportunity to scrutinise development initiatives. It helps to narrow the gaps between goal and reality, efficiency and effectiveness.

Indian Constitution speaks that “government is of the people, for the people and by the people” i.e. government is people and people are government. However since independence, government has been way too centralised and elitist, aloof from the people. Although later with reforms like PRI Act promoting local governance, RTI Act and tools like social audit have empowered people to participate in daily governance. Social auditing ensures the accountability and transparency are maintained. Although it appears that social audit is used moreover to keep a check on the purse of the government such that amount sanctioned for any work is duly spent as and for what it is intended. However, social audit is not just about saving money rather, Social audit promotes participative governance where individuals are seen as active stakeholders and party to any government activity at grassroots level thus it increases greater vigilance and increased performances, providing policy inputs for further reforms.

Social audit helps to assess the physical and financial gaps between needs and resources available for local development. It creates awareness among beneficiaries and providers of local social and productive services.

It promotes dialogue and deliberation to promote public-private partnership and ensure public participation at all stages of public policy and budget cycle. It identifies, control, report irregularities and prevent abuse of fund and power. Social audits ensure to measure impact of policies and programmes.

It addresses the problem from supply side i.e. ensures policies are framed on “need based” approach and besides that it ensures policies are designed to be practical in nature. Social audit tends to be multi perspective and polyvocal and thus reflects the voices of all those people involved with or affected by the organisation.

Hence social auditing is not just an individualistic phenomenon rather it has an amplifier effect and ensures all the pillars of good governance withstand tall and thus can help in inclusive development of the society and positively impact the governance.

**Q. Classical Organisation Theory formed the bedrock for the modern organisation theories. Analyse. (CSE 2022)**

**Ans.** Classical Organisation Theory was propounded as a reform measure to the then organisations which were based on “rule of thumb” and were ill-equipped to meet the rising demand due to Industrial Revolution.

Classical Organization Theory includes the scientific management approach, Weber’s bureaucratic approach, and administrative theory. The scientific management approach is based on the concept of planning of work to achieve efficiency, standardization, specialization and simplification. This theory were presumed to be based on “one size fits all approach” thus it faced criticism, however later these gaps and deficiencies were filled and polished by modern theories like Human Relations Theory, Systems Theory, etc.

The classical organisation theorists -Taylor, Fayol, Gullick-Urwick and Follett gave their theories in form of “Principles of Organisations” like scientific management, hierarchy, centralisation and coordination, etc. and presumed it to be the only solution to boost effectiveness and efficiency of the organisations. However, they ignored the human and Socio-Psychological needs of the organisations. It is in this backdrop, modern theorist developed their theories - Elton Mayo propounded Human-Relations Theory which emphasised on social factors at work i.e. groups and leadership, etc.

# ADMINISTRATIVE LAW

**Q. All tribunals are courts, but all courts are not tribunals. Explain (CSE 2022)**

**Ans.** The courts are defined as judicial bodies set up by the government to adjudicate dispute between the competing parties through a formal legal process. It aims at giving justice in “civil, criminal, and administrative matters” as per the rule of the law however tribunals are defined as “quasi-judicial” bodies having a body of members who are elected to settle the controversies arising under certain specific matter.

Although both the institutions have a commonality of ensuring justice, however they do differ in certain perspectives like all tribunals are considered courts since they have judges for giving justice to aggrieved people just like courts uphold constitutionalism, uphold rule of law, follow the Principles of Natural Justice.

However, all courts are not tribunals because courts have judicial members only; however tribunals have expert administrative members besides judicial members. Courts follow rigid procedures and codes referred as Procedure of Code, however tribunals are based on Principal of Natural Justice.

The decisions given by tribunals are on particular matter is known as award, however court decisions is known as judgement, decree, conviction or acquittal.

Court jurisdictions is wider than tribunal, since it hears cases from all walks of life including civil, criminal, familial, corporate and business issues however tribunals jurisdiction is limited, since it only deals with problems pertaining to a single department.

Hence with all given commonality and differences, it can be presumed that all tribunals are courts but not all courts are tribunals.

**Q. Judicial review, prevention of misuse or abuse of administrative power and provision of suitable remedies are the basic principles of administrative law. Justify as how various organs of state are able to uphold these principles. (CSE 2021)**

**Ans:** Administrative law is a branch of public law. It deals with relationship between citizen and government by regulation of administrative actions as Ivor Jennings would say “administrative law is the law related to administration, it determines the organisation, power and duties of the administrative authorities as well as judicial and quasi-judicial control imposed upon it”.

The administrative law not only empowers administration with power of action but at the same time it more accurately defines roles, responsibilities, and duties of administration. Here, it also defines the control mechanism so that administration remains in its limits. So, rights of the citizen fundamental for their growth is not unnecessarily encroached upon as well as people aren’t harassed through misuse of administrative powers.

Administration is an agency that exercises power and authority in order to deliver goods and services in order to manage public affairs. Since it has responsibility and powers, this power can be misused for private interest. In this particular context, administrative law gains prominence, whereby it has various mechanism to control the administrative powers from being misused so that administration always operate within legitimate boundaries.

It is in this context, various limits are imposed not only from judiciary through judicial review but also various organisations play a critical role in enforcing administrative law, while looking upon executive organ of state, whose prime task is the implementation of policies and so endowed with related powers and machinery to meet the end goals. However, these powers can be subject to abuse. So, time and again, relevant administrative laws are made. For example, Prevention of Corruption Act, 1988 makes sure while performing administrative duties, funds allocated from peoples’ taxes are not misappropriated by the officials; Lokpal and Lokayukta Act keeps check on fair administrative practices; Code of Conduct is defined for civil servants and public officials defining what could be legitimate or illegitimate of their actions thus keeping a check; Administrative Tribunal checks into

# 7

## COMPARATIVE PUBLIC ADMINISTRATION

**Q. The more exogenetic the process of diffraction, the more formalistic and heterogenous its prismatic phase; the more endogenetic, the less formalistic and heterogenous'. Examine this hypothesis of Riggs. (CSE 2022)**

**Ans.** F.W. Riggs has been the lead protagonist who propounded the "Comparative Public Administration" theory. He was of the opinion that every culture offers support and obstacles to change and development thus he developed his theory comparing developing and developed societies of the world which was rich in giving explanation how external conditions influence administrative systems. He used three tools to demonstrate his theory i.e. ecological approach, structural approach and ideal models.

Riggs in his ideal model talked about "agraria-industria" model and the other "Fused-Prismatic-Diffracted" model while comparing developing and developed societies. Riggs postulated that how under-developed and developing countries which are characterised by heterogeneity, poly communalism, formalism, overlapping and have lesser mobility tend to adopt changes and move towards developed society with traits like homogeneity, specialisation, achievement orientation and universalism. These societal changes and mobility is possible only after adopting certain changes like better norms, rules, regulations, education and other better reformative measure.

However, these changes could either be exogenous i.e. infused from outer or external sources or it can be endogenous i.e. infused from within or internal sources. It is the adoption and willingness to accept these changes that determines characteristics of the society.

The exogenous factors which are prescribed as development remedy for prismatic society all because it has been successful in developed society i.e. diffracted society tends to witness friction and lack of will for adoption, thus these changes tend to develop more of a formalism and heterogeneity. For example, the efforts of World Bank and other international institutions

which have prescribed certain reforms known as good governance for development of African countries and certain other Asian countries have shown mixed response. Certain individuals and groups in the societies have adopted the measures however the larger section of society is still in chaos and confusion, since the remedial changes lacks the local ecological need of the people.

In India, economic reforms like LPG reforms have taken place, although it has greatly boosted the economy however it also has led to issues like "crony capitalism", "rising income inequality" in the society. Certain sections of the society have adopted modern or Western living pattern on the other hand other sections of society are still attuned to individual culture, societal and religious norms thus displaying a lot of heterogeneity.

Taxation reforms like GST or acts like Demonetisation which was externally infused has led to bizarre reactions from the society. Even though GST has been implemented but still due to lack of clarity there is formalism in the society and issues like poor tax collection and corruption are still rampant.

However, Riggs argued that, if these development measures are endogenous i.e. reforms are internally driven then there is high likability of their adoption and lesser friction in the society. For example, in Western countries like UK, France, Germany, etc. constitutional reforms have taken through their evolutionary course of history which has been adopted gradually by the society based on their local needs, norms and ecology. It is thus there is lesser heterogeneity and formalism. Individuals are self-driven to follow the rules and regulations; for example, following traffic rules, cleanliness, adopting clean mode of transportation, etc.

In India, efforts like "Swachh Bharat Mission" have been successful only when individuals have self-realised the importance of hygiene, proper sanitation and cleanliness in their daily life. Although government has built toilets but only after endogenous psychological change of individuals, has led to the success of the scheme thus lesser heterogeneity and formalism is seen.

## DEVELOPMENT DYNAMICS

**Q. 'The administrative state is the creation of a power to bind us, with rules ... that are not made by legislatures.' Discuss the constitutionality of the administrative state and its future. (CSE 2022)**

**Ans.** The administrative state is a term used to describe the phenomenon in which administrative agencies exercising power to create, adjudicate and enforce their own rules. As per Dwight Waldo, an administrative state means a "strong state with bureaucracy playing a major role rather than market which is involved only in the delivery of services".

Administrative state is creation of a power to bind us, as it exercises dominance due to its authority. It is legal and rational so we are bound to follow the rules made by it. For example, in case of subordinate legislation like UAPA rules, Sedition rules, internet shut down, schemes like Odd and Even, Covid led restrictions, etc. are made by executive and not by the legislatures, thus as a citizen we are obliged to follow them else we have to face the consequences.

The need for administrative state is generally contextual, it speeds up the governance mechanism and addresses the core issues which may be transitory and require due expertise. On the other hand legislatures too have paucity of time with inadequate expertise and attention, thus legislatures delegate certain powers and functions to be performed by administrative state.

These rules, regulations and the administrative state hold their constitutionality as they derives their power from the Constitution to work for the welfare of the people which is mandated by Directive Principle of State Policy. Similarly, proper enforcement of fundamental rights is to be executed by the administrative states. For example, to enforce 'right to clean environment', the government runs odd-even scheme which are not framed by legislatures.

However at times, these administrative state infringes upon right of citizens without any proportionate legitimate reasons which at times may become

unconstitutional for example, breach of right to privacy by Pegasus software issue.

Thus, to ensure a predictable and balanced future, the administrative state needs to ensure that it functions within mandate of the Constitution and works in collaboration with the market, civil societies and other network-based organisations. Its constitutionality can be ensured when there is proper balance maintained between powers, function, and authority delegated to them by states and on the other hand, due checks and balances is maintained in order to ensure their smooth functioning. Hence only then administrative state can hold its due significance and continue to support the tenets of governance in due future.

**Q. Development Administration 'embraces the array of new functions assumed by the developing countries'. Explain. (CSE 2022)**

**Ans.** Development administration is a dynamic concept which brings about socio-economic and politico-economic changes in the society. It is the process of executing developmental programmes and projects in the direction of the nation building. It was Edward Weidner who gave systemic explanation of development administration as an "action oriented, goal oriented administrative system, guiding an organisation towards the achievement of progressive political, economic and social objectives." Later F.W. Riggs too emphasised upon development administration in his idea of comparative public administration.

Development Administration arose after World War II, as efforts were made to address the development needs of the newly independent countries. These countries were presumed to be developing countries which had common problems like housing, malnutrition, poverty and starvation, etc. However, due to lack of efficient political system, the responsibility for development was entrusted to public administration and hence bureaucracy assured lead role for the development of the countries.



# PERSONNEL ADMINISTRATION

**Q. Performance problems are rarely caused simply by lack of training and rarely can performance be improved by training alone. Critically analyse the statement. (CSE 2022)**

**Ans.** The idea of government is based on "Social Contract" theory, where people elect the government and the government is in turn obliged to work for the welfare of the people. The efficiency and effectiveness with which government works determines the trust between people and the government, however the performance of government function is dependent upon number of factors. Thus the idea of good governance to be practiced in reality requires a staff of trained personnel who are requisitely skilled and trained to perform these functions.

However, besides training the overall performance of government depends on variety of factors like effective policy making, its implementation, outreach, effective rules regulations and bylaws.

The idea of training is as defined by William G. Torpey is " the process of developing skills, habits, knowledge and attitudes in employees for the purpose of increasing the effectiveness of employees in their present government positions as well as preparing employees for future government position."

The individuals are rightly trained to perform efficiently in their field of work, prior to recruitment their school and university education lays the foundation of their skills and post recruitment training is provided based on "role-playing method, case study method, vestibular type along with attitudinal changes premised on sensitive training.

The government ensures the best of training is given to their personnel, however performance of government and organisation are not dependent on training alone rather a number of factors are involved like, whether policies have been properly designed, interest of all stakeholders is taken even if it has been properly designed whether it has been properly implemented or not.

The organisation being too hierarchic and centralised also tends to make governance slower and ineffective. Too much emphasis on rules and regulations displaces the "goal orientation".

Lastly, not having effective "checks and balances" along with "poor auditing mechanism" can lead to improper analysis and decrease in the performance.

Thus performance problems are rarely caused by training rather it is dependent on number of factors.

However training is often criticised as reason for poor performances. It is deemed that training is based on old procedural styles like lecture methods having no connection with ground performances, it is considered as mere "paid holidays" for new recruits, even though the nature of work is changing and getting dynamic, but individuals are trained for same old conventional issues leading to ineffectiveness in handling specific issues.

Though performances are rarely improved by training but training is one of the important aspect for the personnel department hence effective training should ensure move away from "generalist" to "specialist" approach, sensitive training to develop attitudinal change along with requisite field experience and regular updation and adaptation training should be given to boost performances.

Better performance determines the success and failure of government hence besides training other aspects of governance too must be adequately addressed like better policy designs along with effective implementation, governance based on participation, emphasis on outcome rather than output and lastly balancing the see-saw of "means and end" i.e. giving equal importance to performance rather than just following rules and regulations.

Thus effective performances can be improved by emphasising on holistic factors involved and similarly training can be improved too without criticising too much on its centricity for performance problems.

**Q. 'Lindblom regarded rational decision-making as an unattainable goal.' In the light of the statement, suggest measures to avoid policy failures. (CSE 2022)**

**Ans.** Policies are structured and polished form of aims and objectives of the government, it is through policies that government fulfils the need and aspiration of citizens thus its effective implementation and strategic outreach determines the success and failure.

Policies are an act of decision making, which are formulated through series of brain storming, discussions and dialogues, finding alternatives and then choosing the one best alternative among them. Thus the "one best policy" is a mere myth, as Charles Lindblom would say "rational decision making as an unsustainable goal".

Lindblom developed his theory as an alternative to traditional rational model of decision making. He presented "incremental model" of the policy making process as a critic to rational model advocated by Simon and others. Lindblom rejects the idea that decision making is essentially something which is about defining goals, selecting alternatives and comparing alternatives.

For Lindblom, constraints of time, intelligence, cost and politics prevent policy makers from identifying societal goals and their consequence in rational manner. He drew the distinctiveness in terms of comprehensive rationality advocated by Simon and his own "successive limited comparison". According to him decision making involves a process of "continually building out from the current situation, step by step and by small degrees in contrast to comprehensive rational model advocated by Simon. Thus a rational decision making is an unsustainable goal.

Lindblom's idea of incremental model is usually adopted in policy making process since policies are designed to attain the welfare objectives for the people, hence its effective framing and implementation holds due importance. As Lindblom pinpointed the constraints in the form of time, intelligence and cost thus while framing policies, objectives must be kept in mind based on which policies are framed, effective

brainstorming along with deriving inputs from all the stakeholders be it civil societies, NGOs, Pressure Groups, media and people needs to be done. As the concept of "absolute rationality" was denied, since man by nature is constrained by limitation of resources and is not well equipped to process all the data needed to do decision making however with the advent of new technologies, policies can be better framed. Modern day practices can be more refined through use of technology like Artificial Intelligence; it can imitate and process the data and can help in predicting the future outcome. Similarly technologies like data analysis and statistical models can help in making more rational policies by providing the outcome based on logic and scientific intent.

Politics has been one of the constraint mentioned by Lindblom - political parties generally tends to form policies which are based on "populism" and benefits "vote bank" politics. These policies seem to benefit the individuals in the short-term however in the long-run it burdens the government and public exchequer leading to their withdrawal or failure. Thus policies needs to be framed having "long-term vision" in mind and should be so designed that they are sustainable in nature.

The success and failure of any policy is largely based on intent and cooperation of people thus while framing any policy government should understand the need and aspiration of people. The idea of policy should be of "bottom up approach" rather than "top down" approach. Policies which are endogenously designed displays an effective cooperation in its implementation. For ex- Policies like Swatch Bharat Abhiyan could become successful all because of cooperation of people, however policies like demonetisation resulted into failure since it was "top down" in approach.

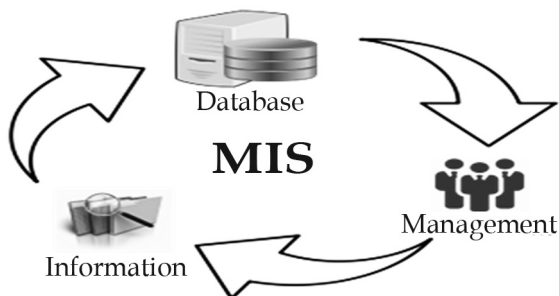
Policies needs to be framed keeping in mind context, environment and ecology of the society. Policies needs to be adapted to local factors, "one size fits all" approach doesn't holds true. For example, not necessarily "trickle-down effect" can pull people out of poverty, certain strategic decisions need to be taken in form of cash transfers, reservation, conditional support, etc.

# TECHNIQUES OF ADMINISTRATIVE IMPROVEMENT

**Q. MIS has evolved and gone far beyond its traditional advantages due to technological advancements. Comment (CSE 2021)**

**Ans:** MIS is defined as the use of information technology, people and business process to record, store and process data to produce information that decision makers can use to make day to day decisions.

MIS is the acronym for Management Information System. In a nutshell, MIS is collection of systems, hardware, procedures and people that all work together to process, store and produce information that is useful to an organisation.



Traditionally MIS was seen as manual information system, which didn't use computer devices. The recording, storing and retrieving of data was done manually by the people, who were responsible for the information system, although it has been cost-effective and flexible but had certain disadvantages in the form of being time consuming process, prone to error, lack of security, duplication of data, data inconsistency and lack of backups.

However, post-technological revolution and adoption of computerised systems, these adversities had been well tackled, leading to fast data processing and information retrieval, improved data accuracy and security, reduced data duplication and improved backup systems leading to easy access of information. Further technological developments in the form of 'Industrial Revolution 4.0' have led to genesis of new technologies which have further advanced the MIS.

- **Automation and Cross Functional Integration:** Automation can be used for repetitive tasks and to cross-populate data with other systems. Automation can help track inventory and alert management when stocks are low or automatically reorder stocks when needed without human intervention
- **Big Data Analytics:** The role of MIS is not only to cope with influx of data but also to analyse it. Through big data analytic management operations has been made highly efficient, improving customer service and create personalised marketing campaigns
- **Artificial Intelligence:** AI has been the biggest disruptor - it is capable of learning patterns and can identify anomalies when processing big data. It can detect fraud and determine the risk profile of applicants applying to credit.
- **Cyber Security:** MIS requires large data to be processed and analysed, however these data are prone to theft and leakage through cyber fraud. Technological development with strong firewall and data protection has enhanced the cyber security.

Thus, it can be seen that MIS has become an integral part of the functioning and development of organisations now a days. Traditionally it has well established its credentials however technological advancements have further empowered the MIS, making it all powerful, speedier and effective tool in era of governance and reforms.

**Q. ICT has immense potential to transform governance and empower citizens. Examine (CSE 2021)**

**Ans:** Governance is defined as the structure or machinery that government utilises to enforce rules, laws and regulation. Governance is quite essential to ensure rule of law, stability, equality, inclusiveness and broad-based participation of people in daily life.

Governance is executed through variety of agencies and tools, and one among them is information and communication technology referred as ICT, its role has become prominent which can be witnessed in gradually improving of trust between government and citizen.

# FINANCIAL ADMINISTRATION

**Q. Outcome budgeting addresses the weakness of performance budgeting. Elaborate.**

**(CSE 2022)**

**Ans.** Performance budgeting is a system of presentation of public expenditure in terms of policies, programmes, activities and puts central emphasis on government output and its cost. It presents the purpose and objectives for which funds are required, the cost of the programs proposed for achieving the objectives and outputs to be produced or services to be rendered under each program whereas outcome budget is a “micro-level” process of budgeting that sets measurable and monitorable physical targets for the allocation on every planned projects under various ministries. It is the practice of developing budgets based on the relationship between funding and expected results.

Performance budgeting establishes a correlation between physical (output) and financial (input) aspect of each programmes and activity. The emphasis of the budget is “output” oriented with a long range perspective. Performance budgeting system was adopted over traditional budgeting in order to increase efficiency, effectiveness and optimum resources utilisation however it accompanies with itself certain deficiencies which are addressed by the outcome budgeting.

Performance budgeting is “output oriented” i.e. the goals and objectives developed are measured in terms of “quantity”. For example, the budget measures if the funds has been sanctioned for construction for schools then whether schools had been constructed or not and what number of schools have been constructed is the focus.

It fails to address the “qualitative” perspective, thus it is here that outcome budget addresses the gap i.e. “qualitative analysis”, it not only focusses on quantity of schools but also addresses if the “quality” of education is better in schools or not, whether the school building have other associated and related infrastructure like toilets for students, kitchen facilities for Mid-day meal schemes, facilities for handicapped, etc.

Government policies and programmes are tough to be adjudged and analysed based on “quantitative” perspective, for example, schemes related to health, social upliftment are tough to be ascertained based on quantity, these policies need to be analysed based on quality and its impact on the society, which is addressed through outcome budgeting.

Most of the policies and programmes have multiple objectives and goals, thus clubbing them into in any group or any sub-unit for quantitative analysis brings with itself lots of hassles and difficulties however outcome budget focusses on the overall outcome, and it addresses the economy of scale for social security schemes and programmes.

Performance budgeting is generally a long-term orientation and tends to be bit complex and expensive. It increases cost as lots of data and planning is required to make a policy which achieves this purpose however outcome based budgeting ensures all i.e. short-term, medium-term and long- term orientation. It is adaptable and ensures maximum efficiency and effectiveness adjusting to the outcome of the programmes.

Budgetary reforms are need and necessity of the modern day governance although performance budgeting had been instrumental in the past however having its own weaknesses and concerns, outcome based budgeting has been adopted to fill up those weaknesses and ensure efficient and effective fiscal health with inclusive development.

**Q. A sound budgeting system is one which engenders trust among citizens that the government is listening to their concerns. Elaborate this in context of budgetary governance.**

**(CSE 2022)**

**Ans.** The budget is a central policy document of government, showing how it will prioritise and achieve its annual and multi-annual objectives. Apart from financing new and existing programmes, the budget is the primary instrument for implementing fiscal policy, and thereby influencing the economy as a whole.

## MISCELLANEOUS

**Q. Interaction between the State and the Civil society has hitherto been largely neglected, especially in developing countries. Examine (CSE 2022)**

**Ans.** State is defined as a centralized political organisation that imposes and enforces rules over a population within a country, it has legitimate authority endowed by the citizens to work for their welfare however civil society as defined by Tocqueville is a “buffer between state and people”. The civil society emerges to balance the strong state; it monitors government policies and actions and holds government accountable, also raises awareness against injustice thus acting as a protective buffer for the individual or the common man.

However, at times, the interaction between state and civil society are largely neglected in developing countries since State politician fear losing power and thus feel reluctant to share it with the people, on the other hand while bureaucracy has elite mindset and considers people only as mendicant, thus by being passive recipient they don't engage Civil Society organisations much. Moreover, in developing countries, state and bureaucracy plays a dominant role since people are less aware and comparatively less agile as a result not much trained civil society organisations are developed and even the democracies end up being just representative rather than participative.

However it is not always the case, even in developing countries like India, Civil Society Organisations are often involved in policy formulation and implementation. For example, Akshay Patra foundation's role in mid-day meal scheme functioning, Pratham report for school education, issues related to environment, etc.

Although interaction between state and civil society has largely been neglected, efforts need to be taken to increase more participation and dialogues between them. As 2nd Administrative Reforms Commission has pinpointed to “institutionalise relation between state and civil society” in every part and ensure greater participation of all which could ensure the good governance practices are realised in soul and spirit.

**Q. Standards are the foundation which do not replace regulations but regulate them. Comment. (CSE 2022)**

**Ans.** Standards are defined as documents or benchmarks established by consensus and approved by a recognised body that provides for common and repeated use of rules and guidelines. It serves as a reference point based upon which any government or organisation pursues its goals and objectives however regulation is defined as an activity which tends to monitor and keep an oversight on functioning of the organisation or system as a whole. Regulation ensures that organisation and individuals' functions within definite set of guidelines, framework and standards and in turn ensures effective and efficient functioning.

Standards serve complementary to regulation. In classical era, the theorists propounded their theories in order to boost the organisation efficiency, they defined certain standards like Fayol talked about “POCCC” (Planning, Organization, Command, Coordination and Control) and further in this continuation Gullick & Urwick talked about “POSDCORB” (Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting) as an efficient managerial tool however it is the task of manager to regulate and manage these tools for organisation development.

Similarly “New Public Management” redefined the role of the government and established certain principles and standards like economic, efficiency, privatisation, contracting out, etc. thus standard practices like PPP investment model and disinvestment and increased private sector were adopted. These standards not only boost performances but also serve as benchmark through which regulation takes place. The regulatory bodies like TRAI, SEBI and watchdog institutions like CAG utilises these standards in order to effectively regulate the governance process.

FRBM Act, 2003 was formulated to ensure government maintains disciplined fiscal health of the country. It defined certain standard in the form of maintaining sustainable revenue and fiscal deficit

# CIVIL SERVICES (MAIN) EXAM 2023

## PUBLIC ADMINISTRATION

### PAPER-II

#### EVOLUTION OF INDIAN ADMINISTRATION

Q. "Kautilya's Arthashastra is a theoretical work on the State and Statecraft." Comment.

**Ans:** Kautilya's Arthashastra is a comprehensive and systematic treatise that delves into the various aspects of statecraft. It meticulously outlines the theoretical foundations of governance, offering insights into the principles that govern the functioning of a state. It discusses the nature of the state, the role of the ruler, and the underlying principles that should guide statecraft.

- Kautilya's Arthashastra outlined the nature and relationship between state and society which largely aligned with "social contract" theory; it emphasized on mutual agreement between the ruler and the ruled. It rejected the **Matsya Nyaya** (law of the jungle) and underscored the need for an organized state where the powerful do not dominate the weak i.e. "rule of law" was the core essence of governance.
- It delineated the role of the king as a central figure in the state, the core duty of the king should be "Yogakshema" i.e welfare of the citizens, the king's happiness lies in the happiness of its citizens.
- Further the **Saptang theory** outlined the nature of the statecraft, which encompassed seven essential elements forming the state. This structural framework included the king, ministers, people, fortifications, treasury, coercive power, and allies. It provided a systematic guide to understanding and organizing the various components of statecraft. It provided practical strategies for rulers to navigate political landscapes, maintain stability, and ensure the prosperity of the state.
- Kautilya's Arthashastra talked about "Codification of laws" and breakaway from traditional Varnashram-based laws, asserting that the state has the authority to create its own laws.

- In the realm of international relations Kautilya's Arthashastra addressed the importance of **allies (Mitra)**, stressing the need to strengthen internal elements before forming external alliances. This reflects a nuanced understanding of diplomatic strategies and geopolitical considerations.

Thus, Kautilya's Arthashastra stands as a theoretical work on statecraft due to its in-depth analysis, innovative legal perspectives, systematic frameworks, pragmatic strategies, considerations of international relations, and an organic understanding of the state's nature and functioning. It serves as a foundational text in the theoretical exploration of effective governance and statecraft in ancient India.

#### PHILOSOPHICAL AND CONSTITUTIONAL FRAMEWORK OF GOVERNMENT

Q. Critics, sometimes, argue that bureaucracy is an impediment to a nation's development. Analyse.

**Ans:** Bureaucracy, rooted in the Weberian model, is considered integral to a nation's development, playing a pivotal role in policy implementation, resource management, and public service delivery. The model, emphasizing efficient and rational administration, seeks to establish structured organizations with defined roles and formal rules. This approach aims to enhance predictability and precision in decision-making, contributing to overall administrative effectiveness.

However, the reality often presents a stark contrast, revealing challenges that seem to contradict the model's foundational values:

- **Red Tape:** Excessive bureaucratic red tape has hindered swift decision-making and policy implementation. Cumbersome paperwork and

intricate procedures foster inefficiency, impeding the streamlined processes envisioned by the Weberian model.

- **Corruption and Nepotism:** Corruption and nepotism within bureaucratic systems divert resources from development goals, fostering inefficiency and inequality. Prevalent bribery, kickbacks, and favouritism undermine the model's commitment to rational and transparent administration
- **Lack of Innovation and Adaptability:** The rigid hierarchical structure and adherence to established protocols limit the adoption of new ideas and technologies. This hampers a nation's adaptability to evolving circumstances, undermining the model's aspiration for efficiency.
- **Excessive Bureaucratic Control:** Potential excessive control results in the overcentralisation of power. This concentration stifles local initiatives and hampers grassroots development, contradicting the model's emphasis on a balanced and decentralized administrative approach.
- **Inefficiency and Overstaffing:** With over 4 million employees, India's bureaucracy, one of the largest globally, faces criticism for misallocating resources. Overstaffing drains public finances without proportional benefits, hindering efficient service delivery and desired development outcomes.
- **Budgetary Constraints:** Bureaucratic systems allocating substantial budgets for administrative expenses limit funds available for development projects. Mismanagement and excessive overheads impede investments in critical infrastructure and essential public services, challenging the model's commitment to rational resource allocation.

Hence, even if Weberian bureaucratic model stands as an ideal framework for efficient administration, the observed challenges underscore the need for reforms to align bureaucratic practices with its core values and ensure a more effective contribution to a nation's development.

## UNION GOVERNMENT AND ADMINISTRATION

**Q. The Ninety-First Constitutional Amendment Act successfully right-sized the Council of Ministers both at Union and State levels. Comment.**

**Ans:** In India's Parliamentary form of government, the size of the Council of Ministers had historically evolved based on political exigencies, particularly

during coalition governments or when no clear majority was present. The absence of a constitutional limit on the number of ministers raised concerns about administrative efficiency and accountability, prompting the need for a constitutional amendment. The Ninety-First Constitutional Amendment Act of 2003 in India brought about a significant transformation in the composition of the Council of Ministers at both the Union and State levels.

Before the amendment, the lack of a specific limit led to a potentially unwieldy Council of Ministers, especially during coalition scenarios. The amendment addressed this issue by imposing restrictions on the Council's size. It mandated that the total number of ministers, including the Prime Minister, in the Central Council of Ministers should **not exceed 15% of the Lok Sabha's total strength**. This constitutional cap, enshrined in Article 75(1A), aimed at creating a more balanced and manageable executive. To further reinforce this limitation and discourage political defections, the amendment included provisions preventing individuals disqualified due to defection from serving as ministers. This dual approach, combining restrictions on overall numbers with measures against defection-related appointments, sought to **instil judiciousness and effectiveness** in the Council's functioning.

The reform extended its impact to the State level, setting parallel restrictions on the size of State Councils of Ministers. It capped the total number of ministers, including the Chief Minister, at **15% of the legislative Assembly's strength**, with a **minimum requirement of 12 ministers** for a state government. The amendment **streamlined the executive** by capping ministerial numbers, ensuring **efficiency** simultaneously extending restrictions to state governments promoted **uniformity**, prevented ministerial proliferation. The amendment's clear constitutional provisions enhanced **transparency** and adherence to constitutional principles.

Thus Ninety-First Constitutional Amendment Act succeeded in right-sizing the Council of Ministers, offering constitutional provisions that ushered in a more accountable, efficient, and streamlined executive at both the Union and State levels in India. The amendment brought benefits such as size restriction, efficiency, political stability, accountability, uniformity in governance structures across states, a minimum requirement for representation, and constitutional clarity.

**Q. "Parliamentary democracy in India envisages elected head as the real executive of a State." Discuss.**

# 1

## EVOLUTION OF INDIAN ADMINISTRATION

**Q. "Mughal Administrative system was centralised despotism". Comment (CSE 2022)**

**Ans.** The Indian subcontinent witnessed Mughal rule for 200 years. Mughals built an empire based not only on their mighty political power but also on a firm administrative setup. The Mughal administration was based upon "divine theory of kinship" where king was supreme in all the governance process. He was the fountainhead of all the powers in the state and the state administration was based on Islamic laws. The Mughal administration was deemed to be centralised despotism as the structure of administration was based on "Mansabdari system" which was civilian-cum-military diplomacy; the officials were given rank based on their Mansab.

- These mansabdars were either appointed to civil or military post.
- The structure of administration was strictly premised on Weberian principles i.e. hierarchic, centralised, top-down and rigid and the authority was either "Traditional" or "Charismatic".
- There was no concept of public accountability and state was more of a "police state" and the development effort taken were mere charitable obligations rather than welfarism.
- There was absence of concept of welfarism and people were treated as subjects without any rights.
- There was no rule of law or tenets of constitutionalism thereby promoting aristocratic tendencies wherein people have no progressive rights.

Although certain element of benevolent despotism can be seen during Akbar and Jahangir's tenure however the overall Mughal administration was centralised and despotic in nature.

**Q. Kautilya envisages protection, welfare and prosperity of the State and its people as the utmost concern of a ruler. In this context, discuss the significance of Kautilya's emphasis on governing, accountability and justice in contemporary India. (CSE 2021)**

**Ans:** Kautilya was an Indian teacher, philosopher, economist, jurist and a royal advisor. He is also identified as "Chanakya" or "Vishnu Gupta". His political treatise 'Arthashastra' is authored in the backdrop of Mauryan administration, prescribing the roles and duties of the king, the ideology and framework that state should adopt. Arthashastra is multi-faceted in its perspective and deals with a variety of subjects even outside the governance.

Kautilya's prescription and ideologies were practical and foresighted for state administration thus it not only held relevance in the past but also has its utilities in modern day governance. Kautilya not only prescribed the rights and duties of king but also prescribed limitations of the king, in present day it can be witnessed in the powers and functions of organs of state enumerated in the Constitution as well as provisions of limitations defined as constitutionalism.

Kautilya emphasised on the concept of "yogkshema" i.e. a welfare state, the king was guided by it, in present day too, the Directive Principles enumerated in the Indian Constitution forms the guiding instrument for the government for achievement of a welfare state. Kautilya was of the view "in the happiness of people lies the happiness of the king" same can be construed in modern day governance, where the government is obliged by the Constitution to serve for welfare and happiness of people. Kautilya discussed, during disasters and calamities king should have paternalistic relation with its people as contemporary disaster management rules mandate for relief, support and finance from the government. The king, according to Chanakya, has no restraint but he is made accountable and answerable through codes like "Dharmaniyam"; his training and education imbibed in him moral conduct as well as respect for Rajpurohit, similarly in present times accountability is enforced through laws, rules and regulations, civil services conduct and rules imposes moral obligation on officials to practice self-restraint.

Kautilya referred "the ultimate source of all law is Dharma" because the king is the guardian of right conduct of this world, with four varna and four



# PHILOSOPHICAL & CONSTITUTIONAL FRAMEWORK OF GOVERNMENT

**Q. Parliamentary control over administration is no substitute for judicial control. Comment (CSE 2022)**

**Ans.** Administration is a vital function in modern day governance. The goals, objectives and aspirations of the society designed by the government are implemented on ground by the administration. The administration is delegated with powers, funds, functions and functionaries to perform efficiently. However, these powers can at times make them authoritative, funds given can make them corrupt and functions defined can make them achieve their individual ends. So, to maintain a balance, the Constitution provides needed “checks and balances”, thus the administration which is permanent executive is kept in check by Parliament as well as judiciary.

The Parliament is the temple of democratic institutions. It is the Parliament which holds debates, discussions and finally makes rules, regulations and laws. These laws made by Parliament gives authority and power to the administration however Parliament also makes sure that administration doesn't become authoritative, opaque and inefficient thus it keep a check over administration.

- **Debates and Discussion:** All activities of administration - be it their efficiency, effectiveness, accountability is discussed on the floor of the house. The administration is held accountable and made answerable for each of their activity in the Parliament. The Parliamentary tools like question hour, adjournment motion, call attention motion, etc. are used usually.
- **Laws, Rules and Regulation:** Parliament also makes laws, rules and regulations like Citizen Charter Act, RTI Act, Prevention of Corruption Act, etc. to keep a check over administrative activities and ensure it is accountable, transparent and efficient.
- **Budgetary Control:** The functions that administration performs requires budgetary approval from Parliament thus in order to ensure efficiency, effectiveness and prevent misuse of money. The Parlia-

ment can increase, decrease or slash the fund and thus keeps administration under control.

- **Parliamentary Committees:** CAG audits the reports of the administrative activities being done and places them before Parliament, Committees like Public Accounts Committee, Estimation Committee and Committee on Public Undertakings (COPU) makes sure economic of scale is performed in administrative activities and activities pursued are within mandate of the Constitution.

Although Parliament has due control over administration, however it is no substitute to the judicial control, judiciary too exercises control over administration, as judiciary is known as “custodian of Indian Constitution”. Thus, it ensures that administrative powers, functions and authorities are commensurate to constitutional values and works for the benefit of people and not individual ends.

### Judiciary's control over Administration

- **Judicial Review:** Every law passed by Parliament and activities pursued by administration is subject to judicial review. The judiciary makes sure it is in premise on the Constitution and doesn't infringe upon the rights of other stakeholders.
- **Writs:** Writs are known as “constitutional remedies”, and ensure fundamental rights of individuals are well preserved. It is through issue of writs that judiciary keeps administration in control. For example, through Mandamus, the judiciary commands the administration to perform certain activities. Simultaneously, through writ of prohibition, the judiciary prohibits the administration from any activity which is not within administrative domain or is not done properly.
- **Rule of Law:** The judiciary ensures the administrative activities benefits everyone equally and doesn't end up being giving special preferences. It ensures administration treats “likes one alike”. Thus rule of law ensures constitutional principles are well preserved and thus administration is dully controlled by the judiciary.

## PUBLIC SECTOR UNDERTAKINGS

**Q. "The New Economic Reforms during the past three decades have not only reduced the scope of industrial licensing and areas reserved exclusively for Public Sector but also infringed the autonomy of existing public sector undertakings." Examine. (CSE 2022)**

**Ans.** In the year 1991, India witnessed economic reforms and opened the domestic market to the global world by adopting LPG model i.e. Liberalisation, Privatisation and Globalisation. The government redefined the role of PSUs by reserving only few sectors for it whereas it delegated the large market space to the private sector. The government eased the scope of industrial licensing and curbed the "license permit raj".

The government abolished the Monopolistic and Restrictive Trade Practices (MRTP) Act to boost the competition, Foreign Exchange Regulation Act (FERA) was replaced by Foreign Exchange Management Act (FEMA). More freedom was given to market sector, various sectors of economy like finances, banking, technology, and trade were made open to the global market. The government assumed the role of steering and made market forces to row the economy. The PSUs which were either in loss making or underperforming were either closed or privatised, only few sectors were exclusively left to the public sectors like atomic energy, minerals and railways. Market based mechanism were promoted to boost productivity, efficiency and outreach. Similarly the PSUs were reformed too to boost their performances, they were granted functional autonomy and discretion based upon which they were classified as Maharatna, Navratna and Miniratna.

Although the economic reform accompanied with itself the psychology of more free market economy and autonomy and the PSUs role and mechanism were redefined, still the autonomy of existing PSUs is largely infringed. Although PSUs has been granted autonomy in their functioning and appointment however still the ministers exercise due control over them and uses it as a means to achieve populism.

**Glaring Examples of infringement towards the autonomy of PSUs**

- Life Insurance Corporation has been called on to disguise failed privatisation as success by buying shares no one wanted.
- National Small Saving Fund was initially obliged to mount and rescue operation of national AIR India airlines.
- Indian Railways had been dealing with its over manning by a policy of natural wastage, however to project government in positive limelight during election, government instructed railways to employ 1,27,000 persons.
- PSUs have been reformed to grant them professional autonomy, the appointment of officials are based on pure merit to boost efficiency and effectiveness, however of a recent CM of a north eastern state has appointed 10 MLAs as head of government corporation.
- PSUs are vital institutions for development of country, they have motive for promoting welfare as well as garnering profits too. However, government use them to promote "Crony Capitalism". It gives preference to certain private sectors through disinvestment, strategic sale, etc. which tends to create mono or duopoly in the market and thus preventing the best advantage the PSUs can have.

Although PSUs have been given greater autonomy and independence and they have been performing to their optimum potential but still undue influences, political hegemony and practices like crony capitalism should be stopped. Thus, PSUs must be devolved with due independence in soul and spirit and not just for formalism. Hence, only then can the core objective of inclusivity, efficiency and effectiveness can be achieved.

**Q. Does the privatization of key public sector bodies augur well for welfarism in India? Discuss with suitable illustrations.**

**(CSE, 2020)**

**Ans:** The term 'privatization' is used in different ways, ranging from 'transition to private legal forms' to 'partial or complete denationalization of assets.'

# 4

## UNION GOVERNMENT & ADMINISTRATION

**Q. "The Indian judicial system has failed to deliver justice expeditiously". Examine the challenges faced by the judiciary and suggest measures to overcome them.**

**(CSE 2022)**

**Ans.** Indian Judiciary is believed to be one of the most powerful judiciaries in the world. The Constitution of India itself gives the framework of the Indian Judiciary. It acts as a guardian of the Constitution of India and protects the fundamental rights of the society, thus making it the most important organ for the citizen of India.

The Indian Judicial System is one of the oldest legal systems and still follows the features it inherited from the British judicial system i.e. the system follows the "common law system" of legal jurisdiction. Common law is the law developed by the judges and it binds the future decisions.

The Indian Judiciary also follows the adversarial system. The judicial system being the "custodian of Indian Constitution" has kept the faith in common people for the protection of their fundamental rights and simultaneously protecting the democratic values in the society.

Howsoever correct and noble be the premise of its foundation, the Indian judicial system has failed to deliver justice expeditiously. There are 2.84 crore cases are pending in the subordinate courts, the backlog clogging the High Courts and Supreme Court (SC) is 43 lakh and 57,987 cases, respectively. According to National Judicial Data Grid, the five states which account for the highest pendency are UP (61.58 lac), Maharashtra (33.22 lac), West Bengal (17.59 lac), Bihar (16.58 lac), and Gujarat (16.45 lac).

This number is increasing day by day which shows the inadequacy of the courts to deal with this matter. Generally, the victim of this is the ordinary or poor people. The pendency of the cases also create big blockade for international investors and corporation to do business in India.

### Challenges faced by Judiciary

- **Low Judges Strength and Appointment Problem:** The vacancy of judges can also result in the delay of justice delivery. There is a tussle between executive and judiciary over who should be appointing judges rather than how judges should be appointed. There are almost 5000 vacancies in trial courts.
- **Strike by Lawyers:** The Supreme Court bench stated that lawyer strikes are one of the major reasons for pendency of cases. As per the High Court of Uttarakhand, advocates were on strike for 455 days during 2012 to 2016. That means, on average, lawyers went on strike for 91 days per year.
- **Lack of Transparency:** Judiciary does not come under the ambit of the Right to Information Act. In the functioning of Indian judiciary system, substantial issues like quality of justice and accountability are not known to the citizens properly. There is also a need for transparency in the appointment of judges. The Collegium System is often criticised for lacking due transparency and established protocols.
- **Hardships of the Undertrials:** In India, over two-thirds of India's roughly 4.2 lakh prisoners are undertrials, which is one of the world's largest number of undertrial prisoners. They are in jail not because they have been found guilty but because they are being prosecuted on charges that are non-bailable or they are too poor to afford a bail.
- **No interaction with the Society:** In order to form an effective judiciary, it is necessary that the judiciary form an integral part of the society. Judiciary's interaction with society is a must and it should be both regular and relevant. Several countries involve their citizens in judicial decision making, however, in India, there is no such setup.
- **Less Use of Technology:** The database of the courts is also not maintained in one place and there is no recording of the proceedings and hearings. Thus, there is a need to use better technology for recording the statements, other technology such as CCTV's should also be used for recoveries and another related processes.

## PLANS & PRIORITIES

**Q. The Atmanirbhar Bharat Abhiyaan is a progressive policy. Analyse. (CSE 2022)**

**Ans.** Recently, India has witnessed uncertainties and economic slowdown because of Covid-led pandemic. It has also led to global economic slowdown. Thus, to revive the economy and boost the demand, government has devised a reform package known as "Atmanirbhar Bharat Abhiyaan" i.e. making India self-reliant. This policy has goals which are concurrent in nature as well as vision for 25 years ahead.

The policy is designed to be progressive in nature; it envisages making India a "manufacturing hub" along with Rs. 110 lac crore National Infrastructure Pipeline. The idea of self-reliance does not mean complete isolation from world rather it enshrines for global interconnectedness and make India a manufacturing hub i.e. leading exporter to world and decreasing the dependency on imports.

The policy is based on five pillars namely: Economy, Infrastructure, Technology driven systems, Vibrant Demography and Demand.

- The policy tends to be inclusive, holistic and progressive in its approach. Covid-19 led to uncertainties - leading to reverse migration of labourers. Thus, government developed funds to the tune of Rs. 3,10,000 crore with focus on labours, street vendors and poor to ensure their livelihood and sustenance.
- MSMEs are the backbone of the country's development and are job-intensive sectors. Thus, government provided concessional loans, credit guarantee and loan waiver to ensure their functioning and sustenance.
- Agriculture and allied sector were also assisted through this policy focussing on dairy, animal husbandry and fisheries to strengthen overall farm sector.
- Eight core sectors of the economy like coal, mineral, defence production, aerospace, and power distribution companies, etc. were provided due assistance.
- The policy envisages benefiting diverse sectors of economy; the policy is designed with the intention to keep the economic engine running and simultane-

ously adapt and reinvent itself in coming future to be a self-reliant economy.

- The policy not only talks about promoting domestic products and increasing value of domestic currency but also about realising true potential of Indian branding and making it global.
- The government has used 10% of GDP of the nation and proportionately distributed them across a variety of sectors of industry and society. The government has successfully awakened the spirit of patriotism in its citizens by emphasizing on "vocal for local".
- The government has still confidence in people and nudges them towards being self-reliant by assuring them with necessary resources to grow with the hope that even in uncertainties there is silver lining of aspiration, prosperity, job creation, quality manufacturing, protection of vulnerable class, and elevation of middle class.

Thus, the policy is more of a strategy which accompanies diverse section of society and builds the confidence for future "Self-Reliant" India, making it attractive and pointing the world to believe in regulatory stability and prosperity of India. Hence, the 'Atmanirbhar Bharat Abhiyaan' is a progressive policy.

**Q. 'Indicative Planning, is a middle path of planning and market mechanism to ensure co-ordination between public and private activities.' Explain (CSE 2022)**

**Ans.** Planning is an essential and integrated part of the government action. It is only through proper planning that government executes its policies and programmes. The planning is generally classified in two perspectives: Imperative Planning and Indicative Planning.

**(i) Imperative Planning**

In Imperative Planning, majority of the decisions and planning is done by the central authority and market mechanism have minimum role. It is commonly referred as "Command economy".

# STATE GOVERNMENT & ADMINISTRATION

**Q. "The Chief Secretary is the chief communication link between the state and central government. Explain (CSE 2022)**

**Ans.** The Chief Secretary is the executive head of the state secretariat and is the administrative head of the state administration which is the apex of the state administrative hierarchy. His position vis-à-vis other secretaries is more than Primus inter pares. He is in fact chief of the other secretaries and his control extends to all secretariat departments. He holds pivotal, eminent and coveted position assuming different role in the administrative system of the state.

The Chief Secretary is from IAS cadre i.e. the All India Services. His importance lies in the fact majority of administrative activities of the state are performed under his overall supervision thus he serves as the chief communication link between centre and state since:

- He serves as an advisor to the Chief Minister on all matters of the state administration. He also serves as link between other secretaries of the state government and the Chief Minister.
- Chief Secretary acts as a secretary to state cabinet. He is the administrative head of the cabinet secretariat and attends the meeting of the cabinet and its sub-committees.
- Chief Secretary ensures inter departmental coordination. He presides over the meetings of departmental secretaries, the departmental secretaries report and inform about the administrative activities taken to the Chief Secretary.
- Chief Secretary also serves as "Residual Legatee" i.e. he looks after all those matters which do not fall within purview of other secretaries. He exercises general supervision and control over the entire state secretariat.
- The Chief Secretary attends the meetings as representative of state government. He is well aware of policies and programmes and thus regularly updates and inform centre upon status of its implementation.

Thus, the diverse functions, powers and vitality of Chief Secretary make him a dignified official. He has all eyes and ears upon the state administration hence he is the chief communication link between centre and state.

**Q. The role of Governor is of a sagacious counsellor, mediator and arbitrator rather than that of an active politician. In this context, examine the role of Governor in state politics of India. (CSE 2021)**

**Ans:** The Governor is the constitutional head of the state. He is appointed by the President of India. He acts as linchpin between centre and state administration and at times greases the nuts and bolts of machinery of federalism, upon him are the nominal executive power of the state is vested. The Governor serves the dual responsibility - he makes sure that state functions within the mandate of Constitution on the other hand he keeps the Centre informed about the functioning of the state.

In pursuance of smooth functioning of office of Governor, the Constitution mandates certain powers and functions which are either - well defined and demarcated, or at times Governor is expected to exercise at his own discretion having implicit constitutional principles in sight. For example, in case of appointment of chief minister, the party which gets clear majority in election gets invitation and the leader of the party is appointed chief minister however in case of no clear cut majority, the Governor asks for largest majority party if they can form coalition in order to get a functional democratic government. Sarkaria Commission has succinctly put it as Governor's task "is to see that a government is formed and not try to form a government".

The Governor works on the advice of 'council of ministers' and upon his assent, the bills passed by legislature becomes law, however at times if he feels that bill has been passed in hastiness or could be inappropriate, he can reserve the bill under Article 200 for consideration of President.

# 7

## DISTRICT ADMINISTRATION SINCE INDEPENDENCE

**Q. "The office of District Collector admirably survived the changing times from colonialism to the present times." Comment. (CSE 2022)**

**Ans.** The District Collector cum District Magistrate is an All India Services officer of the Indian Administrative Services cadre who is responsible for land revenue collection, maintenance of law and order, and coordinates for public welfare activities. He is the executive head of the district with numerous responsibilities in the sphere of civil administration, development and local bodies.

The present institution of district collector has its evolution from colonial era, after the East India Company got 'diwani' rights and decided to take upon them the administration of revenue. The office of District Collector was created by Warren Hasting in 1772 and was deemed to supervise the revenue collection and preside over the courts.

The collector during colonial times had the authority for revenue collection, civil, judicial and magisterial powers until 1792. Later, the judicial and magisterial powers were separated from him but still collector was a powerful functionary as Ramsay Macdonald said "District Collector is a tortoise on whose back stood the elephant of the government of India". However, post-independence, the role of collector was redefined.

- Earlier, during colonial era, collector served for a "Police state" however post-independence, the collector has to work for "welfare state", thus the role of collector changed from "rent seeking" to "development oriented".
- India adopted parliamentary form of government with federalism, where powers and functions were demarcated for centre and state, thus collector's role too got redefined as it served as core executive arm at the district level for both centre and state.
- The district collector continued land revenue collection, maintaining land records and implementing land reforms and embraced many more functions.
- Before independence, collector was responsible for maintaining law and order, where he served both

as executive and judicial magistrate, however post-independence, after adoption of the Constitution where Article 50 speaks for separation of executive from judiciary, the collector's role of judicial magistrate came to an end.

- District collector has an important role as his association with District Rural Development Agency, he coordinates with the district level officers in the implementation of development programmes.
- After 73<sup>rd</sup> and 74<sup>th</sup> Constitution Amendment Act, where many powers and functions were devolved for local governance, the collector's role was less burdened, although he continues to supervise the overall governance.

Hence, the district collector has an important function and extends to all the dimensions of the executive. Even though it has colonial legacy, it has survived the test of time and has continually evolved itself to address the need and necessity of the modern day governance.

**Q. District Collector is the most important functionary in district administration in India. In light of the above statement, discuss the multidimensional responsibilities of District Collector in effecting coordinated development of administration in India. (CSE 2021)**

**Ans:** District has been the basic unit of field administration since the times of Mauryan era to Mughal era to colonial era and even till today. District has been the important sub-unit of the administration in the sub-continent. The Britishers were the first who gave substance to the district head of administration known variously as Collector (in respect of revenue administration), the District Magistrate (in respect of administration of criminal justice) or the Deputy Commissioner (in respect of general administration). The district administration is headed by District Collector drawn from IAS and he is responsible among others for the general control and direction of police.

**Q. The objective of Mission Karmyogi is to enhance capacity building of Indian Civil Servants and improve governance. Discuss. (CSE 2022)**

**Ans.** Civil services is the backbone of the Indian administration, it deals with execution of policies and programmes at grassroots level and simultaneously it handles other administrative issues.

In modern day administration, the issues and challenges are rapidly changing thus the civil servants needs to be reformed gradually.

At present the bureaucracy is facing challenges like rule orientation, political interference, inefficiency and generalist vs. specialist debate.

So, reforms should aim at enhancing the capacity building of the civil services and towards better governance. It should aim towards building future-ready civil servants - with right attitude, skills and knowledge and aligned to the vision of New India.

The capacity of Civil Services plays a vital role in rendering a wide variety of services, implementing welfare programs and performing core governance functions. Hence, to change the status quo of civil services and bring about the long pending civil services reforms the government has brought the reform known as "Mission Karmyogi".

#### Features of "Mission Karmyogi"

- **Tech-Aided:** The capacity building will be delivered through iGOT Karmayogi digital platform, with content drawn from global best practices. The platform will act as a launch pad for the National Programme for Civil Services Capacity Building (NPCSCB).
- **Coverage:** The scheme will cover 46 lakh central government employees, at all levels, and involve an outlay of Rs. 510 crores over a five-year period.
- **Shift from Rules to Roles:** The programme will support a transition from "rules-based to role-based" Human Resource Management (HRM) so that work allocations can be done by matching an official's competencies to the requirements of the post. Apart

from domain knowledge training, the scheme will focus on "functional and behavioural competencies" as well, and will include a monitoring framework for performance evaluations.

- **Integrated Initiative:** Eventually, service matters such as confirmation after probation period, deployment, work assignments and notification of vacancies will all be integrated into the proposed framework.

'Mission Karmyogi' has the objective to prepare Indian civil servants for the future by making them more creative, constructive, imaginative, proactive, innovative, progressive, professional, energetic, transparent, and technology-enabled. The schemes aims towards making civil servants develop "domain expertise", the infusion of technology leads to flexibility that civil servants can upgrade their skills and technicality, their performance is regularly uploaded and monitored on the site. The objective of building their domain expertise makes them future ready.

Earlier civil servants were performing more on "rule based" i.e. they were more of status quoist, rules centric leading to inefficiency and red tapism, however now with 'Mission Karmyogi' the emphasis is now on "role based" service, thus infusing individual responsibility on civil servants and promoting performances, accountability and efficiency, etc.

Mission Karmyogi is so designed that civil servants have accessibility to best practices, case studies and materials across globe, so that they are well equipped to address the global challenges at local level.

The capacity building commission under it will assist Public Human Resource Council and will supervise all the central training institutions involved in capacity building. It will create external faculty and resource centres and will assist stakeholder departments in the implementation of the capacity building programmes. Further it will put forth recommendations on the standardization of the training and capacity building, pedagogy and methodology and will suggest policy interventions related to the HR practises in the government.

# FINANCIAL MANAGEMENT

**Q. The recommendations of National Finance Commission are more norms based than the need based. In the light of this statement analyse the terms of references of 15<sup>th</sup> National Finance Commission. (CSE 2022)**

**Ans.** The Finance Commission of India is a constitutional body established by Article 280 of the Constitution. It is a quasi-judicial body which is constituted by the President of India every five years or as required in mid-terms. The Commission is established to allocate and distribute tax revenues between the centre and state governments. It assesses the financial position of the federal and state governments and recommends the distribution of net proceeds of taxes between them. The Finance Commission also sets out the principles that govern the distribution of those taxes between states.

The recommendations of the Finance Commission also aim to improve the quality of public spending and promote fiscal stability. The Finance Commission has the responsibility to promote fiscal federalism. Its objective is to promote equity as well as regional parity between centre and states.

The Finance Commission recommends for "Vertical Devolution" i.e. it derives a formula that governs what amount of money must be devolved by centre to the states. Similarly the states have different capabilities, issues and needs thus the Finance Commission devises a formula for "Horizontal Devolution" creating parity between the states. The 15<sup>th</sup> Finance Commission had been established and was headed by N.K. Singh to recommend for fund devolution from centre to states for the year 2021-26. The government has given certain "Terms of References" based on which Finance Commission has given its recommendations.

- **Vertical Devolution:** The commission has recommended for 41% for net proceeds of taxes to be devolved by the centre to the states, it is in line with 14<sup>th</sup> Commission recommendation of 42% devolution, however later 1% has been adjusted for UTs of Jammu & Kashmir and Ladakh.

- **Horizontal Devolution:** The Commission has derived the formula, which forms the basis for devolution of fund across states. i.e. the "norm" which is
 

✓ Population	- 15%
✓ Forest and Ecology	- 10%
✓ Income distance	- 45%
✓ Area	- 15%
✓ Taxation effort	- 2.5%
✓ Demographic performance	- 12.5%

The pillars of criteria and percentage preferences given for allocation to states displays that, Finance Commission has given more emphasis on "Norms" rather than "Needs" since:

- Population based on 1971, has been taken as the basis for fund devolution and percentage allocation based upon it is just 15%, however the states with larger population would need large funds. Thus states like UP, Bihar, West Bengal should get maximum share of funds however to promote a concept of better governance and fair justice, a new norm i.e. "demographic performance" is used and a 12.5% fund is devolved based upon this. Thus, concerns of southern states like Kerala, Tamil Nadu, and Karnataka are met through. Hence in practice it appears that states with larger population needs larger fund, but Finance Commission has made sure that it is norm based.
- States have different revenue generation capabilities so, it creates regional inequity. To address this, F.C. has made criteria of "income distance" and has given maximum allocation based upon it to poorer states. However, it appear antagonism to state's effort that have generated maximum revenue but are receiving less fund.
- However, the idea is, besides promoting efficiency there should also be equity. Simultaneously, to promote better economic generation by states, a norm i.e. "Taxation effort" is also taken - based upon which devolution is done to better performing states and the concerns of states like Telangana, Karnataka, Tamil Nadu are met.



# ADMINISTRATIVE REFORMS SINCE INDEPENDENCE

**Q. Citizens charters in India have not succeeded in their objectives in making administrative system citizen centric. Do you agree? Give reasons. (CSE 2022)**

**Ans.** A Citizen charter is a document which represents a systematic effort to focus on the commitment of an organisation towards its citizens in respects of standard of services, information, choice and consultation, non-discrimination and accessibility, grievance redressal, courtesy and value for money. It also includes expectations of the organisation from the Citizen for fulfilling the commitment of the Organisation.

The Citizen Charter emphasizes on citizens as customers by ensuring that public services are responsive to the citizens they serve. It comprises of the vision and mission statement of the organization, stating the outcomes desired and the broad strategy to achieve these goals and outcomes. A Citizen's Charter is not legally enforceable and, therefore, is non-justiciable.

In India, the concept of citizen's charter was first adopted at a 'Conference of Chief Ministers of various States and Union Territories' held in 1997. The Department of Administrative Reforms and Public Grievances (DARPG) initiated the task of coordinating, formulating and operationalising Citizens' Charter.

### Significance of Citizens' Charter

- It boosts accountability in the delivery of public services.
- Improves the effectiveness of organizations by having measurable standards.
- It augments the quality of services delivered by incorporating an internal and external monitoring entity.
- Being citizen-centric, it creates a professional and customer-oriented environment for the delivery of services.
- It also helps boost the morale of the staff.
- It enhances transparency and openness.

However despite the noble objectives of the citizen charter, it has still not been successful in meeting the objectives since:

- Charters drafted are largely unrealistic.
- Improper training of the staff leads to the charter being merely drafted and not implemented properly.
- The charters are not periodically revised.
- The rules and procedures are found to be excessively complicated.
- There is a lack of awareness among the public about citizen's charters.
- Standards defined are generally not measurable making the whole exercise ineffective.
- There is a tendency to have a uniform citizen's charter for all agencies, departments, etc. under the same parent organization, hence the "one size fits all approach" doesn't hold due merit in providing citizen centric administration.
- Generally, the charters that are drafted have been unilaterally done by the service provider without taking into consideration the opinions and feedback of the customers and stakeholders.

Hence, despite all right will and intent of the citizen charter, its soul objective hasn't been fully realised. The charter needs to be regularly reformed and as 2<sup>nd</sup> ARC has advised, charter needs to be framed taking onboard all the stakeholder and firm commitments needs to be made for citizen grievances redressal. It is then only an accountable and efficient citizen charter can be made and ensure that it is citizen-centric in administration.

**Q. Traditionally structured administrative systems have outlived their utility. Discuss as how administrative reforms can revamp, restructure and redesign the existing governmental structure to meet the new challenges faced by the Indian administrative set-up. (CSE 2021)**

**Ans:** In India, post-independence, the founding fathers were little apprehensive about continuation of Civil Services in India. They had an outlook that Civil Services carries colonial imprint and is British in practice.

## RURAL DEVELOPMENT

**Q. The main objective of Panchayats (Extension to Scheduled Areas) Act, 1996 is to enable tribal society to assume control over their livelihoods and traditional rights. Critically examine the implementation of the Act.**

**(CSE 2022)**

**Ans.** Panchayats (Extension to Scheduled Areas) Act, 1996 is a law enacted by Government of India to cover the "Scheduled Areas", which are not covered in the 73rd Constitutional amendment. The Act extends the provisions of Part IX to the Scheduled Areas of the country. PESA is considered to be the backbone of tribal legislation in India. It is supposed to uphold the traditional decision making power of the tribals, by the PESA Act Gram Sabhas has been given absolute powers and the role of state legislature is advisory in nature. The power delegated to Gram Sabha cannot be curtailed by a higher level, and there shall be independence throughout.

The Act enables Gram Sabha as the unit of decision making. It empowers the tribal society as fundamental unit of governance in scheduled areas. It legitimises the ownership rights of the tribals and thus gives them all control over their livelihood and traditional rights. In matters of land acquisition, rehabilitation and resettlement of displaced people, consultation with Gram Sabha is mandatory. The Act grants ownership of the minor forest produce to the tribals and simultaneously protects the traditional beliefs, cultures of tribal communities. It ensures resolution of disputes at local level. The Act ensures that tribals are not alienated from their land rights. In the case when the tribal sells his land it ought to be bought by none other than the tribal only.

Historically money lending has been click bait to perpetuate slavery and subordination. The Act ensures money lending activity is properly regulated. The PESA Act ensures, Gram Sabha shall approve of the plans, programmes and projects for social and economic development before such plans, programmes and projects are taken up for implementation.

The Panchayat at the village level shall be responsible for the identification or selection of persons as beneficiaries under poverty alleviation and other programmes. Every Panchayat at the village level shall obtain certification from the Gram Sabha for the utilisation of funds for the plans, programmes and projects.

**However the functioning of PESA act is not subject to immune, its implementation has shown anomaly in its objective and is criticised often:**

- The state governments are supposed to enact state laws for their Scheduled Areas in consonance with this national law. However, there is reluctance on part of state government and implementation if any is generally partial which has in turn worsened the self-governance in Adivasi areas.
- There is lack of clarity, legal infirmity, bureaucratic apathy, absence of a political will and resistance to change in the hierarchy of power leading to inefficient delivery in PESA Act's functioning.
- Social audits conducted across the state have also pointed out that in reality different developmental schemes were being approved on paper by Gram Sabha, without actually having any meeting or discussion for decision making.
- Tribal activists have constantly complained that there is not even a single instance where the Governors have responded to their petitions for interventions in threatening crises, such as deepening clashes over land, mining or police excesses.
- Lack of coordination from centre has led to PESA being entangled in bureaucratic shackles since two different ministries, the Ministry of Panchayati Raj and the Ministry of Tribal Affairs, have an overlapping influence on the implementation of PESA and they function almost without any coordination. Balchandra Mungekar Committee Report' (2009) along with 2<sup>nd</sup> ARC report have clearly underlined the dismal situation of the implementation of PESA.

## URBAN LOCAL GOVERNMENT

**Q. Do you think the new localism relegates the spirit of 74<sup>th</sup> Constitutional Amendment Act, 1992? (CSE 2022)**

**Ans.** The New localism is defined as an arrangement where urban local governance is seen provided with a uniform framework under an order of central government. It is characterised by a cautious devolution of power to the local level in an attempt to improve the implementation of national goals, however the 74<sup>th</sup> Constitutional Amendment Act ensures constitutional status to devolution of powers and functions to the urban local bodies at the grassroots level and ensures that the local population is the unit of decision making. The objective of 74<sup>th</sup> CAA is to ensure decentralisation and local participation.

It may appear that new localism is in antagonism to the objective of 74<sup>th</sup> CAA, since the objective of the 74<sup>th</sup> CAA was decentralisation of the powers and functions, however the common framework designed under new localism for urban local governance is done by the central agencies thus the whole mechanism becomes centralised. In theory, the objective of local governance would hold to be true, however in reality new localism keeps ULBs at back seat and makes central agencies the driver. The local representative may end up being mere puppets in the gloves of central agencies, the plans and priorities of central agencies for local governance may take primacy over the plans and priorities designed at local levels.

However it is not always the case, New Localism serves as a supplementary role and intends towards filling the potholes in local governance. It emphasises the devolution of managerial power over political power i.e. to allow local managers to meet national priorities more effectively, rather than to allow local politicians to derogate from national goals. The issues and challenges may vary across the local areas; however the new localism provides certain common framework which tends to improve the local governance. For example, it tends to provide more autonomy for foundation hospitals, it also provides structural framework where service providers in the local region coordinates with one

another while executing the schemes. It also provides more comprehensive development plans at local level, financial management has become more active after better forged relations with centre, simultaneously it has also provided for better networking arrangement through the various agencies operating in local area.

Hence, new localism supplements rather than relegates the objective of 74<sup>th</sup> CAA, it intends to streamline, creates more precision and muscles the framework of the urban governance and thus makes sure the local governance more effective and efficient and development reach is more inclusive.

**Q. “The financial suitability of the Urban Local Bodies can become a reality only when they receive their due share of public finances.”**

**Explain (CSE 2022)**

**Ans.** Urban Local Bodies are minor local government bodies created under 74<sup>th</sup> Constitution Amendment Act. These bodies work for development of people at district and below. The Constitution has delegated certain powers and functions for these local bodies listed in the 12<sup>th</sup> schedule such as public health, welfare, regulatory functions, public safety, public infrastructure projects, and development activities, etc.

In India, the ULBs include Municipal Corporations, Municipalities, Notified Area Committees, Town Area Committees, Special Purpose Agencies, Townships, Port Trusts, and Cantonment Boards.

Though the ULBs have been devolved with due power and functions, however these bodies require adequate finances to exercise these functions. These ULBs’ key revenue sources are taxes, fees, fines and charges, and transfers from Central and State governments, which are known as intergovernmental transfers (IGTs) and simultaneously they have been given powers to raise their own revenue resources at local level. However, the cities with a higher share of own revenues are more financially self-sustaining but ULBs of other cities have inadequate revenue

## LAW & ORDER ADMINISTRATION

**Q. The effectiveness of law and order administration depends upon cooperative attitudes of people towards police, than bringing reforms in the structure and procedures of law and order machinery. Do you agree? Give reasons. (CSE 2022)**

**Ans.** Law and order administration is one of the most important functions performed in the modern day governance. In fact, the survival of administration depends upon maintenance of law and order in a country. Ever since colonial era rule in India, the law and order has been the core pursuit of administration, although in colonial times it was executed to suit the colonial agenda and achieve individual benefits however after independence the role of Police is redefined, police which was earlier referred as “force” is now referred as “police services” although the Act governing police services is still the Police Act of 1861.

Since independence, various initiatives and measures have taken place to reform the law and order administration, more specifically in the Police services, efforts were taken to make it more pro-people and citizen-centric. Various committees and commissions were established to suggest reforms to improve law and order administration as well as the police system such as “Ribeiro Committee”, “Padmanabhaiah Committee”, “Malimath Committee”, who in turn endorsed for reform of Police Services and criminal justice system. In 2006, Prakash Singh vs. Union of India, Supreme Court gave direction to the government to implement the police commission recommendations. However it is seen that all these reforms and measures have still not yield any fruitful result, still the police forces functions in same conventional approach and is seen with lots of pessimism by the people.

The effectiveness of law and order administration thus not only depends on structures and procedures of law and order machinery but also cooperative attitude of people. Police in India is generally seen with lots of pessimism in the society, even though the office

work hours have been defined however the nature of policing job is of twenty four hours, the police officials are continually engaged in office for eighteen hours at times, which disrupts their “work life balance”.

Despite this, police is often criticised for negligence and corruption. People leave no opportunity to criticise the whole police department on misconduct of a police personnel. Further lower salaries, improper housing facilities, non-feasible working conditions and exploitation of police by politicians frustrate the police personnel. Thus, people must treat police as one among them, and should work in cooperation and cohesion with the police forces. The issue of law and order can arise anytime thus people needs to be “eye and ear” for the police and should inform the police as soon as possible. The idea of “Community Policing” can greatly serve the purpose.

Besides cooperation from people, the police officials need to be adequately trained, sensitive training must be provided to the police personnel when dealing with public, most of the police personnel are constabulary forces who are just 12<sup>th</sup> passed, thus efforts along with eligibility needs to be made that even in matters of constable recruitment graduation is mandatory. The perception of police in the eyes of society too need to be changed, it should be made pro-people. Thus NGOs, civil societies too must be taken along in law and order administration. Besides policing, the police departments should also take part in social and philanthropic functions. For example, Lucknow Police served as a medium for donation of winter clothes and blankets to the poor and destitute. During Covid lockdown, Delhi Police not only ensured effective implementation of rules but also provided necessary medicines, food and groceries to aged citizens in Delhi.

Hence, for any change to be made there is a need of cooperation from all stakeholders. Mere change in procedural and structural reforms can bring only a limited change, however to bring holistic change especially in areas like law and order administration, affirmative cooperation as well as attitudinal change between police and public is utmost necessity.

## SIGNIFICANT ISSUES IN INDIAN ADMINISTRATION

**Q. Examine the role of Securities and Exchange Board of India (SEBI) in protecting the interests of investors in securities. (CSE 2022)**

**Ans.** In 1991, India opened its market for the global world to mirror the objectives of liberalisation, privatisation and globalisation. As a result of structural reforms, India witnessed uptake in its economy and stock market behaviour. A statutory body known as Securities and Exchange Board of India was created in 1992 to regulate the stock market.

The institution was established to make a favourable environment for investment in Indian market. It pursues the objective which involves protecting the interests of investors by providing guidance and ensuring that the investment done is safe and prevents the fraudulent practices and malpractices. Simultaneously it tries to maintain a balance between statutory regulations and self-regulation.

**SEBI performs the objective of protecting the interest of investors in the following ways:**

- It promotes fair trade practice and works towards prohibiting fraudulent activities related to trading of securities.
- SEBI educates the investors by conducting online and offline sessions that provide information related to market insights and also on money management.
- Insider trading is the act of buying or selling of the securities by the insiders of a company, which includes the directors, employees and promoters. To prevent such trading SEBI has barred the companies to purchase their own shares from the secondary market.
- Price rigging is the act of causing unnatural fluctuations in the price of securities by either increasing or decreasing the market price of the stocks that leads to unexpected losses for the investors. SEBI maintains strict watch in order to prevent such malpractices.
- SEBI has defined the rules and regulations and formed guidelines and code of conduct that should be followed by the corporates as well as the financial intermediaries.

- SEBI regulates the process of taking over of a company.
- SEBI conducts inquiries and audit of stock exchanges.
- SEBI regulates the working of stock brokers, merchant brokers, etc.

So, SEBI is not only a regulator but also a watchdog institution, which tends to promote favourable environment for investment. It also ensures that fraudulent activities are kept in check and protects the interests of the investors.

**Q. In India, for the upliftment of majority of people, governmental intervention remains a central fact of life. Nevertheless, the effective implementation of policies depends on the ethical values of Public Servants. Discuss. (CSE 2022)**

**Ans.** The government as an institution has been based on "social contract" theory, where people accept the legitimacy of the government and in turn the government works for the welfare of the people. India is a developing country and ever since Independence, the government has pulled out vast majority of population out of poverty, strengthened the demography by providing accessible education and better health services. The wave of globalisation has reformed the modern day governance, the role of government is redefined and practices like New Public Management (NPM) and New Right Philosophy has been adopted, thus the government is obliged to work as facilitator than the rover.

However, the market based players have their own self-motives and limitations, thus government assumes the main role of upliftment of majority of people, largely who are vulnerable, poor and marginalised.

The aim, objective, and intent of government is reflected in policies and programmes. However, only their effective implementation determines their success, since the civil servants are the lead instruments for effective implementation of these policies. Hence, these public servants are expected to function on the premise of ethical values and principles.