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COURSE :

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PUBLIC ADMINISTRATION

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1. a) Given Arthashastra's inter-disciplinary and cross-contextual nature, it has been subject to many comparisons.

On comparison to Weber's bureaucracy, following similarities can be drawn:

- 1) Both consider administration as an instrument - Kautilya's State and Weber's bureaucracy.
- 2) Both rely on certain features like rationality, merit, efficiency.
- 3) Both identify issues of corruption in their works. e.g. difference between personal + private property.
- 4) Hierarchy is emphasised e.g. 3 grades of Amatya.
- 5) Kautilya emphasises on dharma nizam, and Weber on rule of law, thus reliability of laws.

However, they are not same

Given

W - Authority
K - control

- 1) Arthashastra is for monarchical state,
weber devised bureaucracy in democratic
set up.
- 2) Arthashastra is for entire state
machinery, and bureaucracy is for an
organisation. ^{hood} _{efficiency}
- 3) Kautilya emphasise on power and
control whereas, weber on authority.

(5)

Despite similar prescriptions, both
works are different in terms of
scope and content.

b) Indian constitution was conceived as a template for governance in independent India.

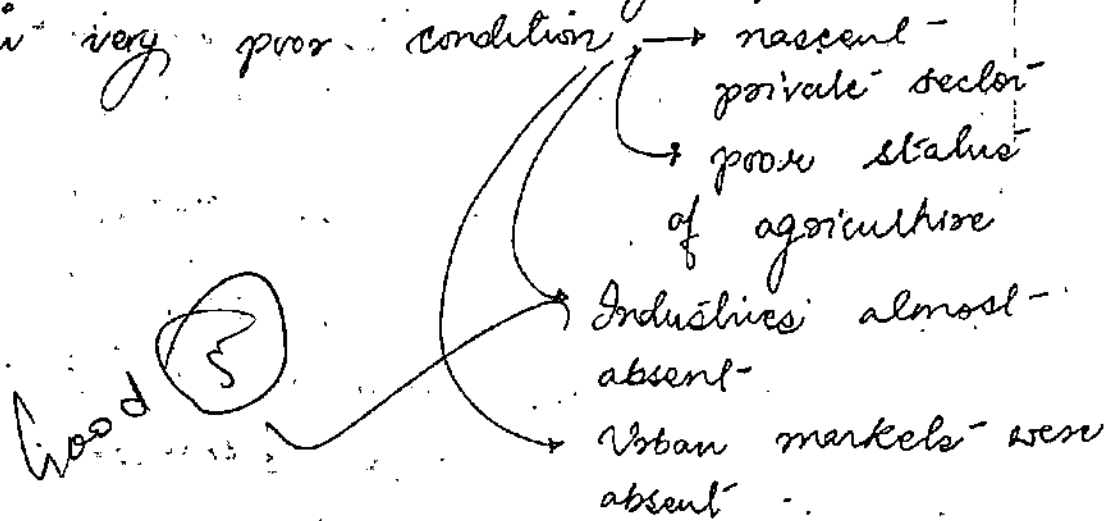
The state was made the change agent, with bureaucracy playing the role of catalyst to achieve its goals, and upholding the values enshrined value focus or value preserved

The values of justice, equality, liberty, dequity, integrity etc. guides the administration in policy formulation and implementation. e.g. The enactment of RTI Act, 2005 to uphold transparency

Further, administration works in spirit of fundamental rights and DPSP. e.g. recent Triple Talak Act to give equality to women in marriage.

NPA identified value as core component of administration, as value less administration was insensitive and ineffective.

c) At independence, economy of India was in very poor condition.



In this context State had to balance between resource mobilisation and public welfare.

PSE were adopted as the answer to this problem. The objectives were:

- 1) Revenue generation for State
- 2) Employment generation
- 3) Technological advancement
- 4) Industrialisation, especially capital goods
- 5) Develop self-reliance
- 6) Promote import substitution

The above objectives made the PSEs temples of modern India, to achieve faster socio-economic development.

d) India adopted planning under socialistic influence to have State-led development in a planned manner. ^{improved part}

Planning Commission was established in 1950 for this purpose. It was tasked to prepare sector wise 5 year plans to target high economic growth.

However, gradually Planning in India became highly political and bureaucratic, because

- i) Composition of Planning Commission
- ii) Excessive centralisation.
- iii) Financial packages to States in a biased manner
- iv) Bureaucracy dominated public sphere and development.

Finally after years of criticism, planning
got a new institution in name of
NITI Aayog

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It is a policy think tank without
any financial powers. It has provided
thrust to:

- i) Evidence based policy making
- ii) Innovations in policy e.g. Model
land leasing Act
- iii) Larger role of states

This move is working in direction
to make planning less political and
bureaucratic

i.e. PSEs are special enterprises lying middle way between public sector and private sector (Robson).

Thus, there are many forms of PSEs depending upon their nearness or farness from public sector.

i) Departmental undertaking ^{more status of Govt. Servt.}
e.g. Indian railway ^{more focus on public aspect} ^{affordable travelling & movement.}

ii) Corporations form

e.g. more private oriented functioning but complete autonomy ^{detrimental e.g.}

LIC

iii) Company form

e.g. ONGC, GAIL, SAIL, profit earning for government in autonomy, where Govt. sees public interest through APM mechanism.

Accordingly HSN FC has recommended
to identify existing PSTs in

- ↳ High priority
- ↳ Non-priority
- ↳ Low priority

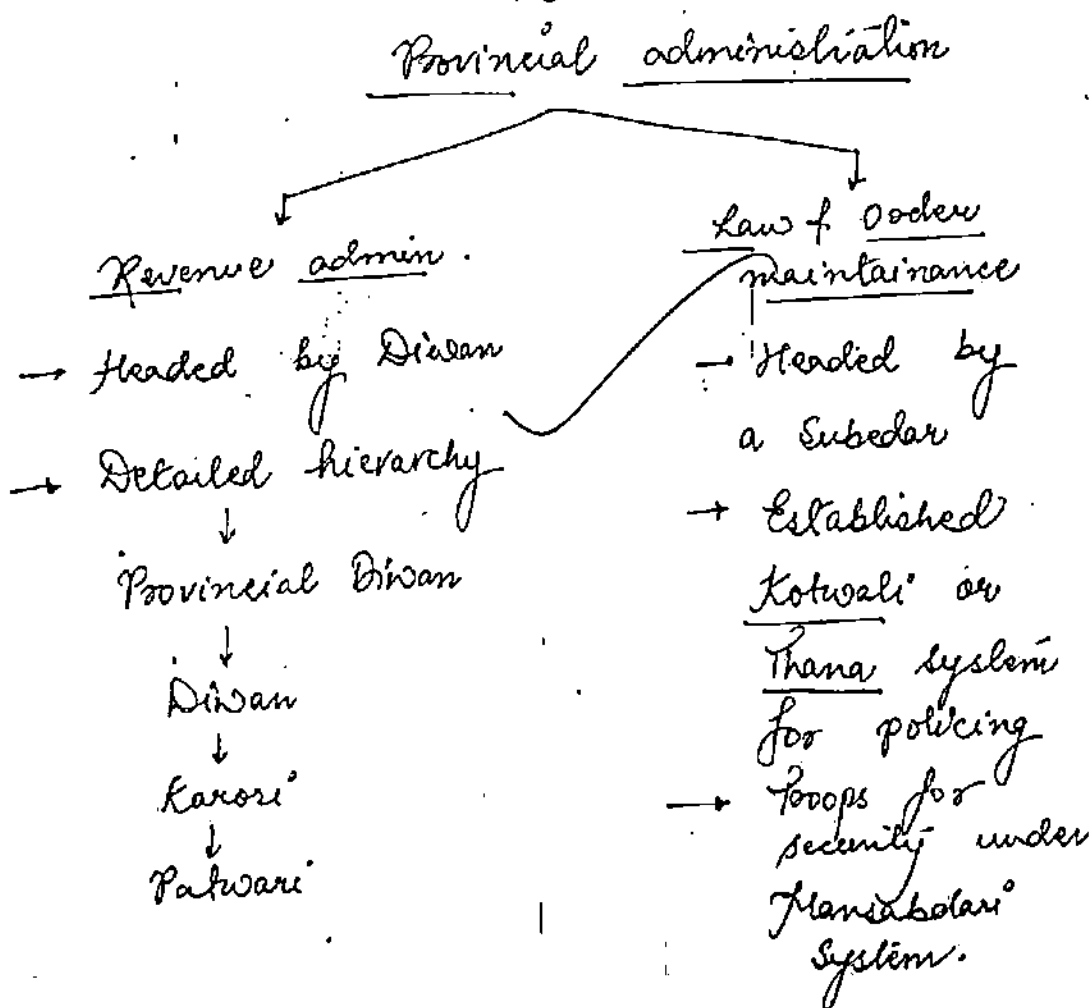
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on basis of whether they perform in core areas like defence, energy, etc or not.

This would help achieve a balance between profit earning & public welfare.

2. a) The Mughal empire was divided in provinces, having a detailed machinery for their administration.

Its sophistication level could be analyzed from the success of such a vast empire for over 2 centuries.



Thus provincial system was divided into two functions - to

- i) Avoid power capture
- ii) Maintain system of checks & balance
- iii) To uphold centralised rule of Emperor.

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Good

More details required
Justify ques about

The provinces were further divided in Sarkars
↓
Pargana
↓
village, which defined roles and responsibilities in revenue & security matters at each level.

The villages enjoyed limited provincial autonomy in certain matters. Otherwise it was a highly centralised system with emperor at the centre, and mansabdari system as the backbone of the empire.

2. b) Constitutionalism is an ongoing process in India, evident in Judgements like Striking down Sec 66 of IT Act, Aadhar case, etc. wherein salient features like liberty and privacy were upheld.

Constitutionalism is the concept of limited government, wherein, the government is bound by the same constitution which it implements.

India is the nation that values and principles of constitution are reflected in everyday administration.

India provides a fertile ground for its development, given

- 1) Written nature of constitution
- 2) Supremacy of constitution
- 3) Independent & impartial judiciary.

- 4) Vigilant media and civil society
e.g. free and fair disclosure of information
- 5) Increasing participation of citizens
in era of ITC e.g. mygov.in
- 6) Constitutional bodies like CBI, CEC,
& statutory bodies like CVC, CIC, etc.
limit government's arbitrary discretion.
- 7) Shaping politics in India

A large in constitutionalism is
played by checks & balances. e.g.
CBI's report led to unearthing of
2011 spectrum and coalgate scam,
vindicated by Judiciary later.

However, these guarding mechanisms
have failed to prevent abuse of
power. e.g. declaration of national emergency

in 1975 without Cabinet's consent. Also, at present given sheer majority in Lok Sabha, bills are not scrutinized by committees, and so on.

Thus, a regular reform perspective in spirit of contingency theory is required. In this regard implementation of Punchi committee recommendations on Parliament, and ARC recommendations can be the right step. Moreover Governance reforms in direction of new India as per NITI Aayog's 5 year strategy.

3.9)

PSEs were established in India to uptake revenue generation and resource mobilisation, alongside ensuring public welfare. loss & debt horribly strict → likely not cut issues
= sol^{ns} way for

for example, the Railways to facilitate transportation and movement, in addition to generate revenue.

No doubt, that public welfare is first priority of PSEs anywhere, but profit making is also essential to increase social spending on areas like health, education, etc.

However, Indian experience suggest a imbalance in PSEs objectives, as evident in

1) 50 loss making PSEs, like Air India, BSNL, Bharat wagons.

2) 85% of PSE profit comes from top

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10 PSEs like ONGC, OIL, etc.

3) Poor performance of majority PSEs

4) Status Quo, lack of competition
and innovation

5) poor export targets, etc.

In this background, reforms are pertinent that PSEs don't become a burden on government. Several Committees on PSEs like Roongla Committee, Vijay Kelkar Committee, 14th FC have recommended reforms, like

1) Disinvestment of sick PSU e.g. NITIB Aayog listed 22 PSEs

2) Revamping Ratna scheme & MOU schemes - to ensure autonomy of PSEs

3) Capitalise extra lands of PSEs

Further, in era of LPT, certain changes are necessary like

- 1) PSEs should operate only in core areas like Defence, Energy, etc.
- 2) Competition-oriented functioning of PSEs
- 3) Balance between autonomy and accountability.

However, present scenario is just opposite leading to large number of loss making PSEs.

Therefore, overcoming short term hurdles like resistance to disinvestments and privatisation, government must only remain in core sectors, and function in spirit of NPM - small but strong and efficient state.

3-b) NITI Aayog was conceived in changed political, social, economic and technological demands of the new India.

Contingency theory advocates situational changes in institutions to remain relevant and effective.

In this context, NITI Aayog's relevance and democraticness can be highlighted as

1) Promoting cooperative federalism
→ Composition of NITI Aayog's
Governing Council ✓ gov
→ Sub-groups of chief ministers like on CSS, unemployment, etc.

2) Promoting Competitive federalism
→ State wise performance ranking on various sectors e.g. Composite
Water Management Index

3) Policy Think tank

→ Fresh perspectives under 3 year
action agenda, New India 7 year
Strategy

→ Expert part time & full time
memory.

4) Greater accountability

→ Development monitoring and
performance evaluation Unit -
real time data analysis of ministries
and departments.

5) Innovation & dynamic

→ A tal Innovation Mission, tinkering
labs

→ policy inputs on AI, Block chain

6) Convergence platforms for resolution
of similar problems faced by
different sectors.

In contrast planning Commission

- 1) had lost its relevance in era of indicative planning
- 2) Over-centralised structure; NDC was mere lip service
- 3) Failed to uptake bottom-up planning
- 4) Criticised as biased for its resource distribution role.

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✓ good Thus, NITI Aayog is an institutional reform over erstwhile PC. However, when it comes to bottom-up planning, even NITI Aayog is lagging behind. Therefore, to be truly relevant, NITI Aayog should emphasise on decentralised plan formulation with greater support and participation of state governments, in spirit of localised planning, as under 2nd ARC.

5. a) NDC was created on State's demand to provide them greater participation in planning process, in 1952.

It has various functions in planning of national & state plans

- Good
- Inputs in state plans
 - Recommending changes in national plans
 - Cooperation in plan implementation & monitoring.

5 1/2

In this backdrop, it could have contributed towards bottom up planning, but it remained largely non-functional.

- It had recommendatory powers, could not implement.
- Excessive emphasis on centralised planning
- Political and bureaucratic biases against state govt's.

As a result NDC remained a mere lip service to States who wanted a say in planning process. In reality it was dominated by Planning Commission.

5.6) First Mayo and later Rippon tried decentralisation in British India, to serve their economic interests.

Mayo tried financial decentralisation through municipalities in urban areas to assist in revenue collection. There was limited representation and non-elected majority was maintained.

Later Rippon in 1880s introduced LSCs in British India, which was slightly progressive.

1) Elected members were in majority.

- 2) Chairman was to be from among elected members.
- 3) LSGs were given certain legislative & executive powers.
- 4) States government could not dominate over LSG's functioning.

Though, it was beneficial in grass root level education and participation, but the ultimate objective was to sustain British Raj.

With the limited powers and lack of financial autonomy and ~~empt~~ omnipotent district administration, LSGs were neither self and not rule.

5-c) Political culture is the key to understand the functioning of any democracy.

Gabriel Almond & Sydney Verba studied the political psychology to understand the attitudes, ethos and ideologies guiding political behaviour of parties & people.

They came up with 3 kinds of political cultures on basis of their research:

- 1) Subject political culture, where people neither understand and not participate in political process. e.g. monarchial
- 2) Parochial political culture, where the people understand political process, not have limited scope of participation. e.g. China, West Asian countries.

3) Participative political culture, where active participation is observed. e.g. in USA, India, UK, etc.

Through their model they were able to categorise most countries in their classification, thus providing 30 views.

However, given dynamic nature of state & society, political culture is too complex to be explained by a single model & local factors are necessary to explain it fully.

5. d) In the era of LPE, planning has undergone changes e.g. from planning Commission to NITI Aayog in India.

The underlying concept is to facilitate indicative planning, where State only steers instead of rowing.

This is clear from examples like

- i) 3-year Action Agenda, 7 year strategy, where broad objectives are laid.
- ii) PPP for health through model concessionaire agreement for private sector.
- iii) Enabling MSMEs through credit reforms rather than excessive intervention.
- iv) Tax incentives for sectors, rather than specific targets.

Thus, planning has become more indicative.

However, instances of excessive hold in some areas is visible such as finance sector. Therefore, state needs to rationalise its role in all sectors, instead of some.

5. e) Local Administration during mughal enjoyed provincial autonomy in certain matters.

i) There was well defined revenue system under the office of Patwari

ii) The law & order was responsibility of Sarpanch & panchayati.

iii) Land records were maintained effectively under Todarmal / bandobast.

It was sensitive to needs of people, given

i) Strict written rules not to exploit peasants in land revenue collection.

ii) Revenue was relaxed during crop failures and famines.

iii) Karkhanas under Mughal rule, led to development of artisans & craftsmen.

Good

(5/2)
It was a period of relative stability in which developments in almost all fields was observed.

7(a) The development-debate of developing countries, often revolves around whether bureaucracy is suitable instrument for development or not.

Scholars like F.W. Riggs, Peter Blau, Weidner have studied this aspect.

Especially in late 1980s, the efficacy of bureaucracy led development was questioned, when results were not as expected in developing countries.

In response, Riggs observed that Bureaucracy in developing countries is only structurally weberian and not functionally. Therefore, it is not the static nature of bureaucracy, which is at fault. for example in India;

1) Weberian features of bureaucracy are incomplete - e.g. merit is not sacrosanct.

2) Dysfunctionalities like red tapism, delays, status quo, impede development.

3) Corruption in administration

4) politics - bureaucracy - corporatist nexus.

5) Lack of HQ - field linkages, etc.

6) Poor work culture

focus more on Dynamic

their input (B) - state
(D) → Dynamic
↓ how in theory of
but reality of
complex

Moreover, development though dynamic, requires stability which is provided

by Weberian bureaucracy such as

1) Structure

2) Hierarchy

3) Specialisation

4) Impartiality, etc.

In fact, in absence of bureaucracy instability & chaos would develop.

Thus, efforts should be towards reforming bureaucratic functioning, instead of removing it from development paradigm.

- 1) Right sizing bureaucracy as per 2nd ARC
- 2) Personnel administration reforms (2nd ARC)
- 3) Adopting benchmarks
- 4) Citizen participation to promote Transparency & accountability
- 5) Repealing archaic laws, etc.

Bureaucracy in India has done its homework, making it \$ 9.8 trillion economy today. However, more could be done by reforms and making it \$ 5 trillion by 2024.

7. b) The period of 5 year plans, was highly centralised as states had almost no say in plan formulation.

In the name of uniformity, a 'one size fits all' approach was adopted, heavily reducing operational autonomy of states. e.g. States like Kerala with high HDI, need more thrust on Industrialization, rather than on social parameters.

Analysed
Lack of operational autonomy generated from:

→ Give concrete example of Reddish in state of States

1) Composition of PC

→ No representation to States

→ NDC made in 1952 was only recommending body.

2) Planning procedure

→ State plans could be prepared in national plan framework, providing little scope

→ lack of local diversity of content.

3) Tied nature of funds curtailed financial autonomy.

4) Even after 73rd & 74th amendments bottom-up planning could not started.

Thus, there was excessive centralization, which curtailed role of autonomy of state.

