

Q.1. Attempt any two.

- a) Discuss the evolution of civil services in India.

→ Introduction

The Indian administrative structure is largely a legacy of the British rule. The various structural and functional aspects of Indian administration like secretariat system, all-India services, recruitment, training, office procedures, local administration, district administration, budgeting, auditing, centralising tendency, police administration, revenue administration, and so on, have their roots in the British rule.

The British rule in India can be divided into two phases: the company rule till 1858 and the crown rule from 1858 to 1947. Major political and administrative changes were introduced during the second phase, due to the pressure put by Indian people through popular struggles and due to the active interest taken by several members of the British Parliament.

The British legacy in Indian administration can be studied under three heads:

1) Constitutional development.

2) Evolution of civil service.

3) Growth of other institutions.

Evolution of civil service.

The term 'civil service' and the system called 'civil service system' were introduced in India for the first time by the British rulers during the East India company rule. In the beginning, the servants of the company who were engaged in its commercial affairs were called as 'civil servants' to distinguish them from the military and naval personnel of company.

5. The civil service

The efforts of Lord Warren Hastings and Lord Cornwallis led to the rise of civil service. Hastings laid the foundations of civil service and Cornwallis reformed, modernised and rationalised it. Hence, he (Cornwallis) came to be known as the 'father of civil service' in India. He introduced the 'covenanted civil services' which were different from the 'uncovenanted civil services'.

In 1800, Lord Wellesley (the then Governor-General) established a college at Fort William in Calcutta to provide training to the civil servants of the company.

The Charter Act of 1833 attempted to introduce a system of open competition as the basis of selection of civil servants of the company, and stated that the Indians should not be debarred from holding any place, office and employment under the company. However, this provision of the act was negated due to the opposition of the court of directors which wanted to continue the patronage system.

Macaulay Committee

The committee on the Indian civil service was appointed in 1854 to suggest measures to give effect to the above provisions of the act.

- b) Explain the salient features of the Indian Administrative system.

→ Introduction:

We have already noted that the Indian administrative system, in its present form, is a legacy of the British colonial rule. The makers of the constitution, apart from making detailed provisions regarding the political

institutions and procedures, have made specific provisions regarding the administrative system also. The actual functioning of the administrative system also shapes its features. This chapter takes a review of salient features of the Indian administrative system.

1. Administrative Dualism.

- a) Central Services
- b) State Services.
- 2) All India Services
- 3) Institutionalized Recruitment to public services.
- 4) Differential Recruitment policy.
- 5) Reservation of Seats for Backward classes.
- 6) Residence Requirements in state services.
- 7) Institutionalized Training.
- 8) Dominance of the Generalists.
- 9) New Administrative Structure
- 10) A Large public Sector.

(c) Write a note on the role and functions of District Collector.

→ Introduction:

District is the basic unit of administration in India. It is a "sub-division" of a division. The Oxford dictionary defines it as a "territory marked off for special administrative purposes." From the standpoint of government, district is "a sufficiently large territory with an overall unity, governed by common historical, geographical, social and economic conditions". For the purpose of administrative convenience, a country is divided into numerous administrative units such as provinces / states, divisions, districts, sub-divisions, etc. therefore, district is an administrative unit in the

hierarchy of administration which consists of a number of territorial areas - villages, towns and cities.

The word 'district administration' means the management of the tasks of government so far as it lies within an area legally recognized as a district.

Role and Importance

District administration has a very important place in the hierarchy of Indian administration. It is a tier of administration that touch the people more directly and more strikingly. An ignorant Indian villager may not know anything of the structure of state Government, but the collector is a living reality to him. Almost all the departments of state Government have their field agencies in the district which come close to the people. There are food and supply officers, Agriculture officers, Medical officers, Education officers, etc who almost affect every citizen in one way or the other. The citizen, therefore, finds in the district administration, the actual working of the state administration.

Therefore, the success of any state Government depends on how its policies are implemented by the district administration. An honest and people oriented district administration may earn a good name for the state Government while a corrupt and autocratic one may bring its downfall.

Functions of district collector

Position of district collector

- 1) Land Revenue
- 2) Law and order
- 3) Development functions
- 4) Other functions

Q. 2. Attempt any two (d)

- a) Write a note on state public service Commissions.

→ Introduction:

for selection of candidates for the All-India and Central services, the constitution has provided for the ~~Union~~ state public service commission. It selects examinations or direct interviews.

State public service commission is a Constitutional Body established under Article 315 of constitution of India which provides a smooth and efficient functioning of the Government of Maharashtra by providing suitable candidates for various Government posts and advise them on various service matters like formulation of Recruitment rules, advise on promotion, transfers and disciplinary actions etc. As per article 320 of the constitution of India, MPSC has been entrusted with the following major functions:

- 1) To conduct examinations for appointments to the service of Government of Maharashtra and its allied organizations.
- 2) To advise the state Government on;
- 3) In addition in the state of Maharashtra, the commission deals with the following matters.
- 4) To hold departmental examinations for certain Government Departments for employees of their Departments and advice Government regarding other matters pertaining to the examinations.

b) Discuss the functions of Union public service commission.

→ Introduction : ~~state on whom is effect~~ (b)

public service commission for recruitment to its services in the territory. Accordingly, the Royal Commission on the Superior Civil Services in India was set up under the chairmanship of Lord Lee of Ferrham by the British Government in 1923. With equal numbers of Indian and British members, the commission submitted its report in 1924, recommending setting up of a public service commission. The Lee Commission proposed that 40% of future entrants should be British, 40% Indians directly recruited, and 20% Indians promoted from the provincial services.

1) Constitutional provisions regarding UPSC.

The Union Public Service Commission has been established under Article 315 of the Constitution of India.

a) Composition : Art 318.

b) Removal of a member : Art 317.

c) Neutrality of the UPSC : Art 322.

2) Functions of the UPSC : Art 320

a) Recruitment to services & posts.

b) Central Government by selection through interview.

c) Advising on the suitability of officers for appointment or promotion.

3) Limitations on the powers of the UPSC.

c) Explain the training process in National Police Academy.

→ Introduction:

Before the independence, the Indian civil service probationers were given general training in four British Universities of Oxford, Cambridge, London and Dublin for a period of one two years. During the second world war, when it was not possible to do so, a temporary training camp was organised at Dehra Dun.

After the completion of the combined foundational course, the IPS probationers are sent to the Sardar Vallabhbhai Patel National Police Academy (Hyderabad) for professional training. In 1986 the professional training programme for the IPS probationers underwent a change with the introduction of a 'sandwich' course on the recommendations of the Gore Committee on Police training of 1974. It is patterned on the lines of sandwich course for IAS probationers. Therefore since 1986, the IPS probationers are also required to undergo two spells of institutional training at the national police academy.

National Police Academy

In 1948, the central police training college was set up at Mount Abu in Rajasthan. During the internal emergency (1975-1977) it was shifted to Hyderabad and renamed as Sardar Vallabhbhai Patel National Police Academy on the recommendation of the Kohli committee of 1966. It provides the following training courses:

- 1) Professional (Institutional) Training for the IPS probationers.
- 2) Refresher courses for senior IPS.

iii) Induction training for state police service officers on their promotion to IPS

iv) special courses to train the trainers in institutions of Police training institutions of the state police as well as paramilitary forces.

The academy is under the administrative control of the ministry of Home Affairs. It also promotes study and research on police related topics.

Q. 3. Write any two

a) Write in detail how budget is formulated &

→ Introduction: introduction of financial control

Financial control of legislature over the executive as the legislature expresses the will of the people, it is necessary that it exercises control over the executive. One of the means of control is financial control. This is exercised both, before and after the money is earned or spent by the government. In India, the system of financial control is as follows:

i) Money bills and Budget.

ii) Parliamentary committees

iii) Comptroller and Auditor General.

Budget formulation:

i) The process starts in August - September.

ii) Estimates, revised estimates and actuals.

iii) Planning Commission's role

iv) Call to reduce deficit in the past couple of years.

v) Final stages

i) Preparation and submission

ii) Approval

iii) Execution and

iv) Audit.

b) Discuss the role of public Account Committee.

→ Introduction:

Effective legislative control over the expenditure of the Government requires the parliament to satisfy itself that the appropriations have been utilised economically for the approved purposes within the framework of the grants. It should also undertake a detailed examination of the annual budget estimates of the Government to suggest possible economies in the implementation of plans and programmes embodied therein. Both these functions are of pivotal importance in making the parliamentary control over government expenditure comprehensive. The legislature as such has neither the energy nor the time to perform these functions. It therefore, constituted three committees, composed of members belonging to it. These three committees are:

public accounts committee

The public Accounts committee is the oldest financial committee. The PAC was setup in the year 1923 under Montagu Chelmsford Reforms 1919. The committee was to consist of elected members only from 1950. Till then it was mere a product of rules by the Governor General - in council with the sanction of secretary of state. The Act of 1935 made a provision that the Accounts and Audits from thereon should be produced before the legislature. The rules of procedure then provided for the appointment of PAC.

Our constitution provides that the reports of Comptroller and Auditor General of India should be submitted to the president of India.

The public accounts committee is constituted by Parliament each year for examination of Accounts showing the appropriation of sums granted by Parliament for expenditure of Government of India. the annual finance Accounts of Government of India.

c) Explain the role of Comptroller and Auditor General of India.

→ Introduction:

In a democracy, exercise of financial control is one of the principal responsibilities of the legislature. In the earlier chapters, we studied Budget and parliamentary committees, as tools of legislative control over government's finances. Among them, budget is a tool for control before money is spent. So budget is the first stage of financial control.

The second stage of control over the implementation of policies is exercised by examining that the funds voted by the parliament legislature have been utilised for the purpose and in the manner in which the parliament legislature had directed.

CAG's role - The Comptroller & Auditor General of India plays a key role in the functioning of the financial committees of parliament and the state legislatures. He has come to be recognised as a friend, philosopher and guide of the committee.

His reports generally form the basis of the Committee's working, although they are not precluded from examining issues not brought out in his reports. He scrutinises the notes which the ministers submit to the committees and helps the committee to check the correctness submit to the committees and helps the committees.

to check the correctness of facts and figures in their draft reports.

The financial committees present their report to the parliament / state legislature with their observations and recommendations. The various ministries / department of the government are required to inform the committee of the action taken by them on the recommendations of the committee which are generally accepted and the committee present action taken reports to parliament / legislature.

In respect of those cases in audit reports which could not be discussed in detail by the committee, written answers obtained from the department / ministry concerned and are sometimes incorporated in the reports presented to the parliament / state legislature. This ensures that the audit reports are not taken lightly by the government, even if the entire report is not deliberated upon by the committee.

Q.4. Write any two.

a) What is corruption? What are the causes of corruption.

→ Meaning - a misappropriation of public assets.

Corruption has a variety of meanings.

Following are some of the definitions of 'corruption'.

① David H Bagley :- "corruption is a general term covering misuse of authority as a result of considerations of personal gain, which need not be monetary."

② Jacob van Klaeveren, "Corruption means that a civil servant abuses his authority in order to obtain an extra income from the public"

③ Robert C. Brooks, "corruption is the intentional misperformance or neglect of a renegociated duty, or the unwarranted exercise of power, with the motive of gaining some advantage more or less directly personal."

Causes of Corruption -

According to Wilson, "men steal when there is lot of money lying around loose and no one is watching." K. Santhanam committee observes that, "corruption can exist only if there is someone to corrupt and capable of corrupting."

Some other causes of corruption are:

- 1) political corruption,
- 2) Lack of Transparency of public dealings.
- 3) Non-disclosure of Assets and income.
- 4) Social Environment
- 5) 'Licence-permit quota' Raj
- 6) cumbersome Administrative procedure.
- 7) Legacy of colonial system.
- 8) public cynicism.
- 9) System of Governance
- 10) Job scarcity, insufficient salary.

b) Describe the features of right to information Act - 2005.

→ The right to Information Act - 2005

- i) It defines "public authority" as established by the Central Government and by the state Government.
- ii) Institution of self-Government established or constituted by or under the constitution.
- iii) Constitutional Authorities under the right to Information.
- iv) only domestic and foreign private bodies working within the country have been excluded from the purview of the act.

- v) All citizens shall have the right to information, subject to the provisions of the Act.
- vi) It casts an obligation on public authorities.
- vii) The Act lays down the machinery of the grant of access to information, subject to the provisions of the Act.
- viii) Certain categories of information have been exempted from disclosure under sections 8 and 9 of the Act.
- ix) It envisages creation of independent non-Judicial machinery, viz. Central Information Commission and state commission.
- x) Thus, the Act provides a two-tier appellate forum first appeal is to be made to department officer senior to the Public Information Officer. The second appeal is to be made to state or central commission.
- xi) Appeal to the prescribed authority within 30 days of the decision; the time for disposal of appeal being also 30 days extendable to 45 days.
- xii) Central Information Commission and state Information Commissions monitor the implementation of the Act and prepare an annual report to be laid before Parliament / state legislature.

c) Discuss the objectives of citizen's charters.

→ Introduction -

Citizen's charter is a document which represents a systematic effort to focus on the commitment of the organisation towards its citizens in respect of standards of services, Information, choice and consultation, Non-discrimination and accessibility, Grievance Redress, courtesy and value for money. This also includes expectations

of the organisation from the citizens for fulfilling the commitment of the organisation.

The term 'citizen' in the citizens' charter implies the clients or customers whose interests and values are addressed by citizens charter and therefore includes not only the citizens but also all the stakeholders i.e. citizens / customers, clients / users, beneficiaries, other ministries / departments / organisations, state government, UT Administrations etc.

Objectives of Citizens charters

The basic objectives of the citizens charter movement as originally framed were:

- i) Quality : Improving the quality of services.
- ii) choice : where possible.
- iii) standards : specify what to expect and how to act if standards are not met.
- iv) value : for the taxpayers / money.
- v) Accountability : Individuals and organisations
- vi) Transparency : rules / procedures / schemes Grievances.

These were later elaborated by the Labour Government of UK as follow nine principles of service delivery (1998)

- a) set standards of service
- b) Be open and provide full information.
- c) consult and involve.
- d) Encourage access and the promotion of choice.
- e) Treat all fairly.
- f) put things right when they go wrong.
- g) Use resources effectively.
- h) Innovate and improve.
- I) Work with other providers.

Q.5. Write a note on YASHADA.

- a) Write a note on YASHADA.

→ Introduction : ~~YASHADA~~ training hub

YASHADA is the Administrative Training Institute of the Government of Maharashtra and meets the training needs of Government departments and rural and urban non-officials and stakeholders.

YASHADA in 1990 as a tribute to the pioneering spirit of the late Shri Y.B. Chavhan, former chief minister of Maharashtra & Deputy prime minister of India. YASHADA in a typical year trains around 50,000 persons, including trainee groups of government officials and non-officials, executives of NGOs and members of academia.

Other important features of the training

policy for training institutes as follows:

- 1) YASHADA will be the nodal training agency in the state.
- 2) All training institutes in the state will be attached to YASHADA.
- 3) New training institutes at state, division and district levels will be established as required.
- 4) All training institutes will be given autonomy.
- 5) Training managers will be appointed from division to office level.
- 6) Training will be linked to service rules of officers and employees.
- 7) Training plan will be prepared.
- 8) Budgetary provisions will be made as per the training plan.
- 9) An independent state Training planning and Evaluation Agency (STPEA) will be established.
- 10) All training institutes will establish Training planning and monitoring cell (TPMC).

- ii) All offices from state to local levels will appoint a training manager who will coordinate training programmes for the incumbents of the office, conduct preliminary survey, etc.
- b) Discuss the remedies to fight corruption.
→ corruption is anti-national, anti-economic development and anti-poor. Fighting corruption is like fighting a disease.
following remedies are suggested to eradication of corruption;
- 1) Making functioning of public offices and public officials much more transparent.
 - 2) Requirement for public disclosure of assets and incomes in various claims.
 - 3) Administrative procedures should be simplified and delays eliminated.
 - 4) Evolving of ethical conduct code and its enforcement strategy.
 - 5) To have citizens' vigilance groups.
 - 6) creation of institutional devices - like ombudsman, Lokpal, Lokayuktas, central vigilance commission etc.
- Anti-corruption Laws
- i) Indian Penal Code - 1860
 - ii) The Prevention of Corruption Act - 1988
 - iii) The Benami Transactions (Prohibition) Act - 1988
 - iv) The Prevention of Money Laundering Act - 2002

(c) Write a note on 'Lokpal':

→ The word Lokpal etymologically, means the "protector of the people." Adopting the famous Lincolnian phrase, it can also be seen as a protection / protector "of the people, by the people, for the people." The word "ombudsman" on the other hand is rooted in the Old Norse language, essentially meaning "representative" an official charged with representing the interests of the public by investigating and addressing complaints reported by individual citizens. Roman law has also had a similar counterpart viz. the "tribunition" role of a person / institution, whose role was to intercede in the political process on behalf of common citizens and in Roman times was fulfilled by elected officials.

- Efforts by Dr. L.M. Singhvi.
- recommendations of the Administrative Reforms commission.

The Lokpal Bill, 2011

It enables the Lokpal to inquire into allegation made in a complaint against a 'public servant' with the coining of this new term, the current Lokpal Bill, as proposed and as sent to this committee, is distinct from the previous Bill mainly:

It provides for separate investigation and prosecution wings of Lokpal.

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