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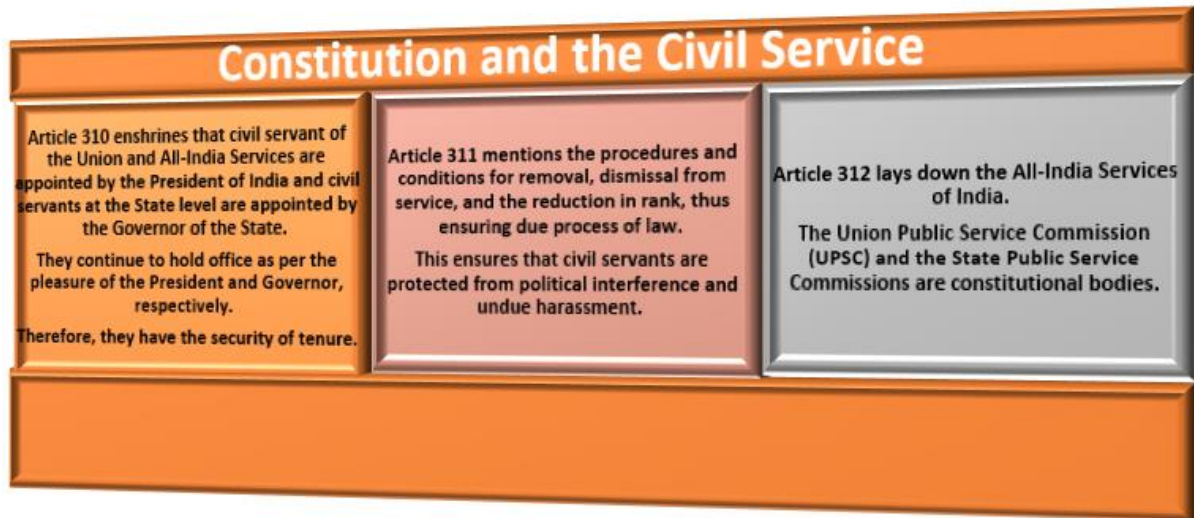
Chapter 1: INDIAN BUREAUCRACY

Introduction
- Bureaucracy is the backbone of the administrative machinery of the country which forms the permanent executive branch of the government.
- India that is Bharat, being the land of many ancient civilisations, developed the art and science of public administration early on.
- From a reading of the historical literature, public administration in India can be traced back to the manuscripts of Arthashasthra written by Kautilya.

Historical Perspective of Civil Services in India
- The original conception of civil service can be traced back to the Royal Charters which gave the East India Company the powers to raise a cadre of troops – for both civilian and military purposes.
- The introduction of competitive exams in the mid-1800s was an important development which gave primacy to merit-based appointment as opposed to the privilege-based appointment through a referral system.
- The commissions that were set up in reforming the public services - from the Macaulay Committee to the Islington Committee to the Lee Commission, strongly suggested that the Statutory Public Service Commission be brought into force.
- The Civil services soon became the proverbial steel frame to maintain control over the vast British Empire.
- During the Constitutional Assembly Debates (CAD), there were detailed discussions and arguments about the continuity, the role and loyalty of Indian civil servants, and whether it was wise to continue with the same system in post-Independence.
- Sardar Vallabhbhai Patel was single-handedly responsible for setting up the Civil Services in Independent India and is, therefore, rightly called the 'Iron Man of India'.

Early Indians in the Civil Service
- The first Indian to clear the ICS exam was Satyendra Nath Tagore in the year 1864. It is important to remember that until 1922 post the Montagu Chelmsford Reforms, the exam was conducted only in London.
- Other notable names are Bihari Lal Gupta and Romesh Chandra Dutt.
- Netaji Subhas Chandra Bose did not join the Indian civil service even after clearing the exam.
- India saw some of the foremost civil servants rise to the occasion and create unshakable institutional values, methods, and processes to ensure that India remained a democracy in both form and spirit.
- Impartiality, incorruptibility, spirit of service is some of the virtues that are seen in civil servants.
- The espirit de corps and the camaraderie amongst the civil servants" fraternity have been the single biggest strength of our Civil Service.

Constitution and the Civil Service

Article 310 enshrines that civil servant of the Union and All-India Services are appointed by the President of India and civil servants at the State level are appointed by the Governor of the State.

They continue to hold office as per the pleasure of the President and Governor, respectively.

Therefore, they have the security of tenure.

Article 311 mentions the procedures and conditions for removal, dismissal from service, and the reduction in rank, thus ensuring due process of law.

This ensures that civil servants are protected from political interference and undue harassment.

Article 312 lays down the All-India Services of India.

The Union Public Service Commission (UPSC) and the State Public Service Commissions are constitutional bodies.

- **Every year April 21 is 'Civil Services Day' to call on civil servants to renew their dedication and commitment to public service and excellence in work.'**
- **On this day, the Prime Minister's Excellence Awards are given to recognise and acknowledge outstanding work done by Districts/ Organisations of the Central and State Governments for outcome-oriented performance.**

Challenges and Reforms in the Civil Service

- Some of the fundamental tenets of a good bureaucracy are political neutrality, objectivity in decisionmaking, empathy, equity, etc.
- As an officer appointed to serve the public, one cannot take any political affiliation or alignment but do one's work objectively and impartially.
- Constitutionalism matters because every civil servant must be guided by the letter and spirit of our Constitution.
- Ethics in public administration are important because civil servants are often holding offices that give them a lot of power and authority. Therefore, an officer's moral compass is key for good governance.
- The Second Administrative Reforms Commission (headed by Veerappa Moily) discussed the shortcomings and suggests improvements regarding recruitment, performance, and result-oriented bureaucracy.
- In the last decade, several reforms have been undertaken. Be it the introduction of lateral entry to have expert consultations at the Joint Secretary level, the regular training programmes of training at various levels for career civil servants and a record of performance evaluation.

- Legislations such as the Right to Information Act, 2005 lays down rules and procedures for a citizen's right to information, thus creating more transparency and accountability in governance.
- A more recent debate about the bureaucracy, especially the administrative service, is about 'generalists' versus 'specialists. The role of an administrator is to ensure fair, equitable, and efficient administration of her/his unit, right from the sub-division, district and up to various departments and Ministries at the State and Central levels. Therefore, a broad understanding of the various issues, departments, roles and responsibilities is sine qua non for quick and Effective redressal of public grievances.
- So, an officer who can effectively handle all areas of administration and policy from health to agriculture to defence, and ensure that work is done at levels junior to oneself needs to be one with 'general skills', although some say that the ability to administer well is in itself is a unique skill.
- However, specialisation may be considered higher up in the ladder based on the officer's qualifications, interests and work experience depending upon the needs and exigencies at that time. As technology develops and the socioeconomic changes transform India, we need to ensure that these changes do not outpace policy reform

Conclusion

Many fresh graduates from HTs, IIMs, NLUs and other professionals like doctors, chartered accountants, etc. appear for the UPSC Civil Services every year. This has brought fresh energy and ideas into the bureaucracy. They bring with them their professional expertise adding richly to public administration. Therefore, more and more young professionals from varied socio-economic and academic backgrounds need to enter the civil services to enrich it further and take part in nation-building.

PRELIMS ORIENTED MCQ

Q1: Consider the following statements with respect to civil services

1. The original conception of civil service can be traced back to the Royal Charters which gave the East India Company the powers to raise a cadre of troops – for both civilian and military purposes.

2. The introduction of competitive exams in the mid-1700s was an important development which gave primacy to merit-based appointment as opposed to the privilege-based appointment through a referral system.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Q2: Consider the following statements with respect to reforms in civil services:

1. The Second Administrative Reforms Commission (headed by C Ranganajan) discussed the shortcomings and suggests improvements regarding recruitment, performance, and result-oriented bureaucracy.

2. Legislations such as the Right to Information Act, 2005 lays down rules and procedures for a citizen's right to information, thus creating more transparency and accountability in governance.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Q3: Consider the following statements

1. Every year April 21 is 'Civil Services Day' to call on civil servants to renew their dedication and commitment to public service and excellence in work.'

2. On this day, the Prime Minister's Excellence Awards are given to recognise and acknowledge outstanding work done by Districts/ Organisations of the Central and State Governments for outcome-oriented performance.
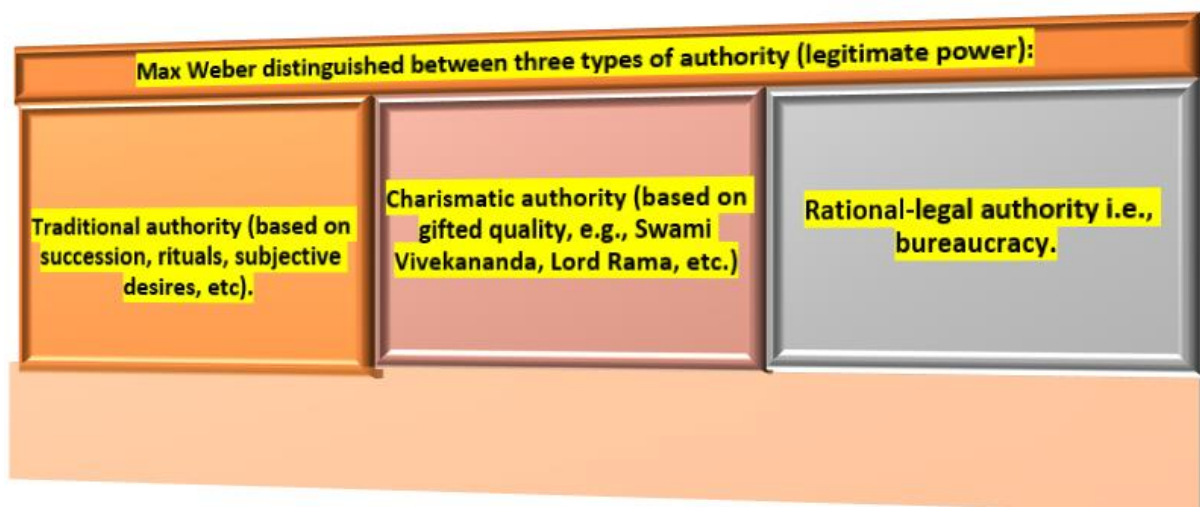
Which of the statement(s) given above is/are correct?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Chapter 2: DYNAMICS OF CIVIL SERVICES

Introduction
- In the pre-modem era, up to the seventeenth century, there used to be a head of a tribe, or after some progress a local lord, and finally a monarch who rules based on traditional power and continues his status by succession.
- But due to enlightenment, modem democracy evolved based on elections and the people's 'representatives' (not the people themselves, as only in a direct democracy e.g., in Switzerland) started ruling and governing the state.
- Hence there was a need to objectively administer there in the day to- day matters without favour or disfavour based on caste, class, race, gender, place of birth, language, and so on.
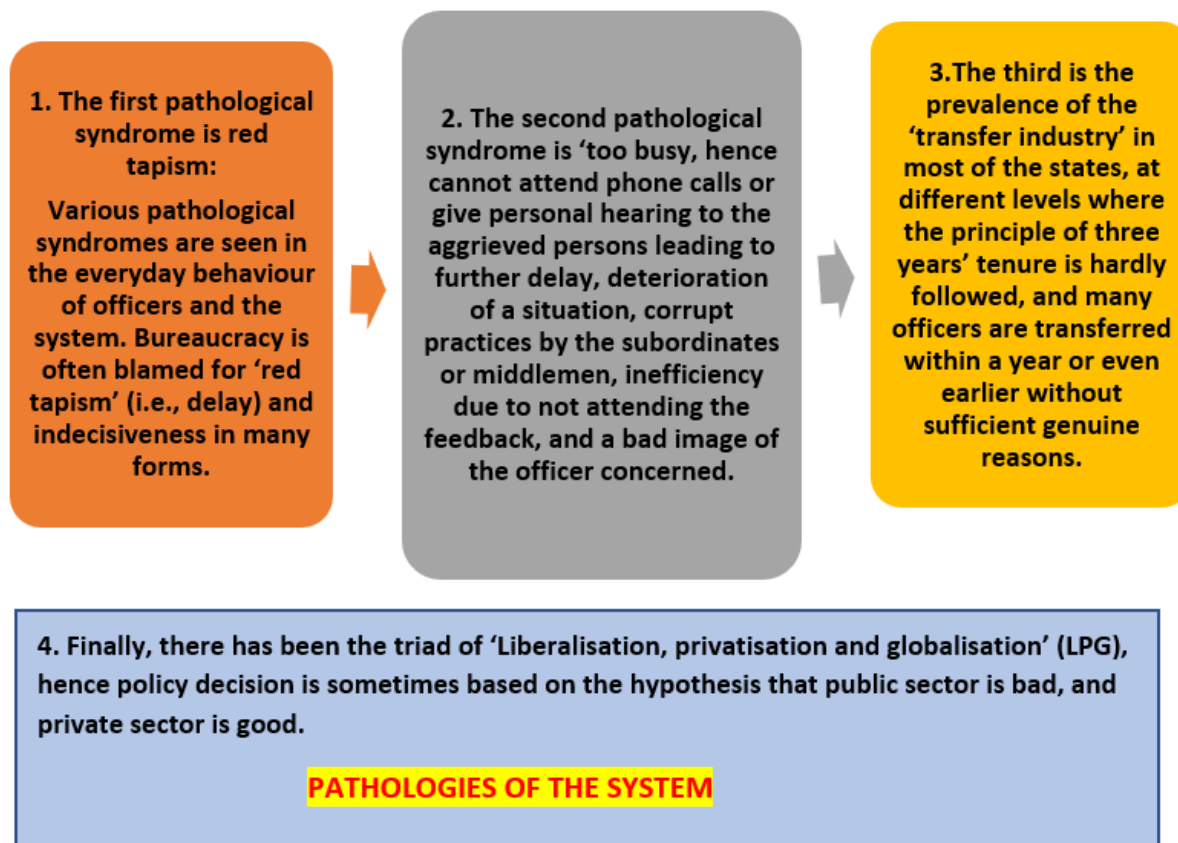
Types Of Authority

Max Weber distinguished between three types of authority (legitimate power):

| Traditional authority (based on succession, rituals, subjective desires, etc). | Charismatic authority (based on gifted quality, e.g., Swami Vivekananda, Lord Rama, etc.) | Rational-legal authority i.e., bureaucracy. |

He defined bureaucracy as the formal organisation with the following characteristics:
- Formal selection and promotion based on well-defined norms and criteria, primarily merit and transparency.
- Written rules, regulations, processes, and procedures so that biases and personal likes/dislikes do not favour or disfavour anyone.
- Hierarchical structure- well defined senior, middle and junior levels so that the seniors may inspect, monitor, and give guidance to their juniors on the one hand, and may hear appeals/revisions arising against the orders of junior officers; further, feedback from below may result in changing rules/procedures/criteria/ norms, etc.
- Specialisation and division of labour and responsibility a clear balancing of tasks, sharing power (discretion or force against other's wishes), and responsibility.
- Professionalism prevails over personal whims; and Career-orientation- To have stability and continuity, bureaucracy is by nature permanent-a long period of a career with different assignments to gain experience in diverse fi elds brings maturity for preparing a public policy.

Therefore, Max Weber preferred the rational-legal authority of bureaucracy as an ideal type to the other two types of authority in a democratic society.

1. The first pathological syndrome is red tapism:

Various pathological syndromes are seen in the everyday behaviour of officers and the system. Bureaucracy is often blamed for 'red tapism' (i.e., delay) and indecisiveness in many forms.

2. The second pathological syndrome is 'too busy, hence cannot attend phone calls or give personal hearing to the aggrieved persons leading to further delay, deterioration of a situation, corrupt practices by the subordinates or middlemen, inefficiency due to not attending the feedback, and a bad image of the officer concerned.

3. The third is the prevalence of the 'transfer industry' in most of the states, at different levels where the principle of three years' tenure is hardly followed, and many officers are transferred within a year or even earlier without sufficient genuine reasons.

4. Finally, there has been the triad of 'Liberalisation, privatisation and globalisation' (LPG), hence policy decision is sometimes based on the hypothesis that public sector is bad, and private sector is good.

PATHOLOGIES OF THE SYSTEM

Conclusion

We may conclude that bureaucracy is compatible with democracy wherein the people's representatives are on the driver's seat, hence they need to guide the civil servants whose independent advice and alternative views should not be considered as putting the cart before the horse. If we may make a SWOT analysis of civil services, we find that its strengths (selection on merit, acting as per rules, permanence) are more than its weaknesses (redtapism, some black sheep); it has an opportunity to serve the nation through new ways, changes, reducing human interface, but threats are to be removed at the earliest for strengthening the administrators further.

PRELIMS ORIENTED MCQ

Q1: Consider the following statements with respect to authority of bureaucracy as per Max Weber

1. Max Weber distinguished between four types of authority

2. He preferred the rational-legal authority of bureaucracy as an ideal type to the other two types of authority in a democratic society.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Q2: Consider the following statements

1. Specialisation and division of labour and responsibility a clear balancing of tasks, sharing power and responsibility.
2. Bureaucracy is by nature a temporary career with different assignments to gain experience in diverse fields brings maturity for preparing a public policy.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Chapter 3: Probity in Governance

Introduction

Ethics is a set of standards that helps guide behaviour, choices and actions of individuals. It is multidimensional as it is governed by the value system of the society including the concept of rights, obligations, fairness, virtues, etc. Ethics and probity form the cornerstone of the public administration system.

In today's world, when the governments are playing an active role in the socioeconomic development of the country, the role of the government functionaries becomes more challenging as they are both the facilitators and enforcers of the law and rules. Responsibility and accountability are integral to ethics. The character of laws and rules through which accountability is enforced is based on the moral ideas of society.

Concept

- The word ethics is from the original Greek term ethikos, meaning arising from habit. Undoubtedly, culture, values, character, the sense of right and wrong are quintessential determinants of ethics.
- At the same time, the role of institutions and institutional frameworks to ensure ethical governance cannot be understated.
- The public confidence and respect which the functionaries enjoy is largely the result of collective efforts. Adherence to key principles of Integrity, honesty and objectivity promotes trust and confidence among the stakeholders and enhances credibility.
- The Committee on Prevention of Corruption (1964) also known as 'Santhanam Committee' had observed:
    - The public confidence and respect which the functionaries enjoy is largely the result of collective efforts.
    - Adherence to key principles of Integrity, Honesty, and Objectivity promotes trust and confidence among the stakeholders and enhances credibility.
    - The conduct of Government functionaries should be beyond reproach in all circumstances.
    - Any deficiency in their professional or personal conduct places their personal integrity and quality of work in unfavourable light and raises doubts about their actions.

Ethics in Governance

ETHICS IN GOVERNANCE

Ecosystem of ethics:	Legal and Administrative framework:	Institutional framework
culture	code of conduct for ministers	lokayukta
values	code of conduct for civil servants	CVC
conflict of interest	prevention of corruption act	CBI
	right to information act	
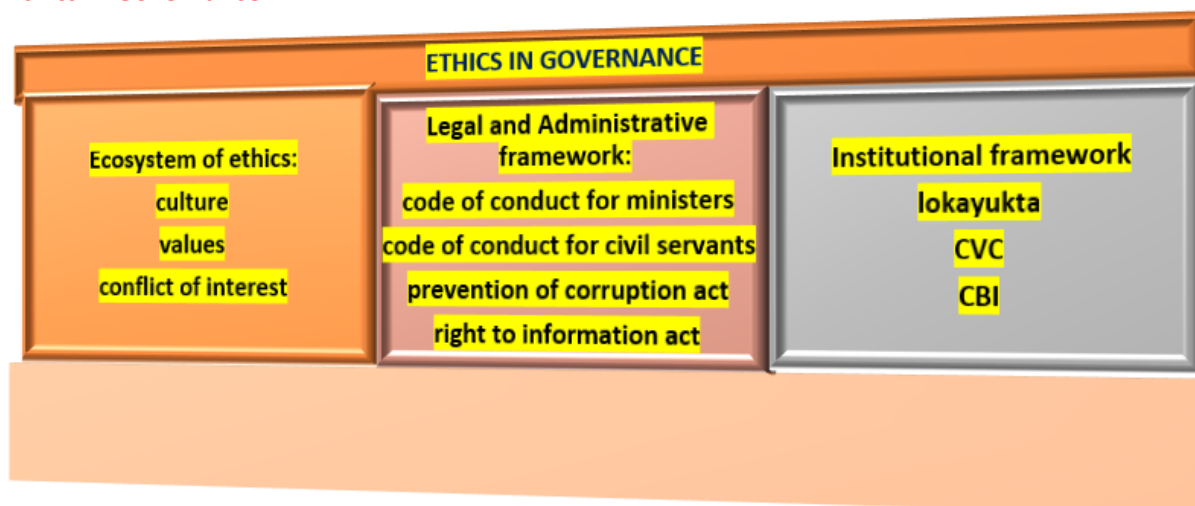
- Ethics is concerned with human character and conduct. It condemns all kinds of falsehoods.
- The Second Administrative Reforms Commission in its Second Report on Ethics suggested the principles for ethics in the governance and stated that the values serve as guiding stars showing the path to all the members of the society and everyone is expected to respect and follow them. As they are not codified and are subject to interpretation, situations of conflict do arise.

> **Any framework of ethical behaviour must include the following elements:**
>   - **Codifying ethical norms and practices.**
>   - **Disclosing personal interest to avoid conflict between public interest and personal gain. Creating a mechanism for enforcing the relevant codes.**
>   - **Providing norms for qualifying and disqualifying a public functionary from office"**

- At the same time, a sense of right and wrong is deeply ingrained in culture and civilization. The ethos of the society is designed by the behaviour patterns of its citizens building an environment of trust and confidence.
- Integrity has to be seen as a holistic concept covering various aspects of conduct and not limited to financial honesty. Public office should be treated as a trust which imposes a lot of responsibility on the holders of the office and makes them accountable to society.
- Values serve as guiding stars showing the path to all the members of the society and everyone is expected to respect and follow them.
- Integrity has to be seen as a holistic concept covering various aspects of conduct and not limited to financial honesty.
- Integrity requires the public functionaries to exercise due diligence while discharging their duties responsibly, make decisions with the public interest in mind.
- Conflict of interest is to be avoided in all circumstances and at all times. Accordingly, under no circumstances, the official position should be used for private purposes.
- Decisions should never be driven by gains for a select few or specific segments of society.
- The Government of India has prescribed a Code of Conduct, applicable to Ministers both in the Union Government and State Government that envisages inter-alia, disclosure of assets and liabilities by the Minister, severing all connections with business.
- The Code of Conduct for the Civil Servants has evolved over time. In pursuance of the recommendations of the Santhanam Committee, the Conduct rules were revised and enlarged resulting in CCS Conduct Rules 1964 being followed today.
- The Conduct Rules have been amended since the 1964 version. Some notable inclusions are the requirement of observing courtesy, prohibiting demanding and accepting dowry, prohibiting sexual harassment of women employees and recently, the prohibition to employ children below 14 years of age as domestic help.
- The Conduct rules prescribe some general behavioural norms like maintaining the integrity and absolute devotion of duty and not indulging in conduct unbecoming of a government servant.
- It needs to be mentioned that there is no Code of Ethics prescribed for civil servants in India although such codes exist in other countries. However, we need to appreciate that our civil service system has a tradition of balanced Integrity requires the public attitudes and approaches.

Framework

- Probity in governance is absolutely essential for an efficient and effective system of governance.
- Ethics and probity cannot be seen in isolation. Both are intertwined and have to be seen as complementary to each other.
- Good Governance rests on trust and confidence.
- Probity in governance is expected to ensure accountability, transparency, and integrity in public life.
- In India, there is an extensive legislative and institutional framework to address the issues relating to probity as detailed below:
  - Institutional framework includes CVC, CBI, CAG and Lokpal & Lokayukta
  - Laws include Prevention of Corruption Act, Right to Information Act, IPC & CrPC
- Apart from the existing framework accountability and transparency can be enhanced by:
  - Minimizing the discretions in various functions.
  - More extensive use of Information technology in all fi elds of governance.
  - Making Citizens' charter more elaborate with clear time lines for delivery of services and related activities as well as identifying the officer responsible for that delivery; further a monthly report on compliance to Citizens' charter can be placed on the website of the organization.

Conclusion

The Government functionaries are part of the society and to that extent are influenced by societal norms. At the same time, being part of the governance structure, they have to be more responsible and seen to be above board all the time.There is a strong legal and institutional framework for ensuring probity. It needs to be strengthened and made more effective by nudging people to follow the laws of the land and making punishments for the delinquents very severe

PRELIMS ORIENTED MCQ

Q1: Consider the following statements with respect to the Committee on Prevention of Corruption (1964)

1. The public confidence and respect which the functionaries enjoy is largely the result of individual efforts.

2. Adherence to key principles of impartiality, love, and Objectivity promotes trust and confidence among the stakeholders and enhances credibility.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Q2: Consider the following statements

1. In pursuance of the recommendations of the Santhanam Committee, the Conduct rules were revised and enlarged resulting in CCS Conduct Rules 1964 being followed today.

2. The Conduct Rules have not been amended since the 1964 version.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Chapter 4: PUBLIC ADMINISTRATION FOR SOCIAL CHANGE

Introduction:
- Governance became an inevitable evolution in successful governance in the modem era. As a coordinator and service provider, the Governments are required to embrace Information and Communication Technology to meet the demands of their citizens.
- 'Simple, Moral, Accountable, Responsive and transparent' (SMART) Governance became the order of the day to build effective and efficient governance. India being the largest democracy in the world, started adopting e-governance in the 1970s and adopted the change quickly, and progressed towards good governance policy at a rapid speed.

E- Governance
- The e-Governance aims to make the interaction between government and citizens (G2C), government and business enterprises (G2B), and inter-agency relationships (G2G) convenient, transparent, friendly, effective, and cost-effective.
- Four phases of e-governance
  - Phase 1- Information;
  - Phase 2 Interaction;
  - Phase 3-Transaction;
  - Phase 4-Transformation.

- According to the UN E-government Survey 2020 of the UN Department of Social and Economic Affairs (UNDESA), India was placed 100th in the E-Governance Development Index.
- To overcome the challenges such as inter-operability, infrastructural challenges, digital divide and Covid-19 pandemic, etc., India is taking new initiatives to develop the overall effectiveness of service delivery mechanism.
- The Government of India introduced the National e-Governance Services Delivery Assessment (NeSDA) framework in August 2019 to assess the effectiveness of the e-Governance initiatives of the different government departments from the central to the local level.
- The Online Service Index (OSI) of NeSDA is based on the UNDESA e-Govemance survey to develop the e-Governance structure of India at an international standard.
- The major core infrastructure components of e-governance initiatives of the Government of India are State Data Centers (SDCs), State Wide Area Networks (SWAN), Common Services Centers etc.
- The biometric identification scheme, Aadhaar brought the digital revolution to e-governance.

National e-Governance Plan (NeGP)
- NeGP comprises 31 Mission Mode Projects (MMPs). MMPs focus on one aspect of governance with clearly defined objectives, scopes, implementation timelines, and milestones with measurable outcomes and service levels.
- The vision of this mission is to make all Government services accessible to the common man in his locality, through common service delivery outlets and ensure efficiency, transparency & reliability of such services at affordable costs to realize the basic needs of the common man.

- The following strategy, approach& methodology is adopted for successful implementation of the NeGP:
  - Common Support Infrastructures such as SWANs, SDCs, CSCs, and Electronic Service Delivery Gateways.
  - Suitable governance systems development to monitor and coordinate the implementation of NeGP.
  - Centralised Initiative, Decentralized Implementation.
  - Public-Private Partnership
  - Integrative elements
  - Programme approach at the National and State levels.
  - Facilitator role of DIT III implementation of NeGP by various Ministries and State Governments by providing technical assistance.
  - Ownership of Ministries over Mission Mode Projects (MMPs)

Digital India Initiative

- The Digital India Initiative was launched in the year 2015 to bridge the gap between urban and rural areas by promoting investment in digital infrastructure, fostering digital literacy, and expanding online services provision.
- The vision of the Digital India programme is to transform India into a digitally empowered society and knowledge economy by focusing on the following key vision areas:
  - Digital infrastructure as a core utility to every citizen
  - Governance & Services On demand
  - Digital empowerment of citizens

- Digital India is designed as an umbrella programme that covers multiple Government Ministries and Departments.
- The overall coordination of the Digital India Programme is done by the Department of Electronics and Information Technology (DietY) with a focus on nine pillars of growth areas, i.e.,
  1. Broadband Highways;
  2. Universal Access to Mobile Connectivity;
  3. Public Internet Access Programme;
  4. e-Governance: Reforming Government through Technology;
  5. e-Kranti Electronic Delivery of Services;
  6. Information for All;
  7. Electronics Manufacturing;
  8. IT for Jobs and
  9. Early Harvest Programmes.
- Each thrust area further has subcomponents and cuts across multiple Ministries and Departments.

National e-Governance Services Delivery Assessment (NeSDA)

- NeSDA was launched to promote the participation of various departments and ministries at State and Central level to adopt the e-Government framework in day-to-day functioning.
- To encourage e-participation of citizens and businesses in policymaking and to help India in achieving the UN Sustainable Development Goals (SDGs).
- To provide efficient public service delivery to all levels of population in the country by reducing the digital divide.
- To develop innovative and improved public service delivery by developing ICT infrastructure capacity building and to develop a simple single-entry point for all e-services at every level of governance i.e., from central to local self-governance.

- The parameters of assessing under NeSDA are accessibility, ease of use, 'end service delivery, integrated service delivery, content availability, information security & privacy, and status and request tracking.

E-Governance & Covid-19 Pandemic

- During the current pandemic, e-governance stepped into the central role as a necessary element of communication, leadership, and coordination between policymakers, administration, and society. Digital technologies established through e-governance initiatives became an important source for sharing knowledge, encouraging collaborative research, and providing transparent guidance to the citizens.
- E-governance became an important ICT tool for disseminating Covid-19 related data in a more transparent, safe, interoperable, and secure manner.
- The online database of Covid-19 cases, lockdown guidelines, travel restrictions, locating the vacant beds in the hospitals, oxygen cylinders, financial assistance, and relief distribution, etc., were carried out only through e-governance infrastructure.
- Jan Dhan Aadhaar-Mobile (JAM) delivery system became the main vehicle for the distribution of the cash payments, rations of food supplies through the public distribution system, the distribution of the relief package under Pradhan Mantri Garib Kalyan (PMGK) scheme supported the people in the pandemic.
- Aarogya Setu App and Co-WIN App are the main e-governance tools that supported the citizens and government to trace the Covid patients and manage the vaccination. E-Doctor tele-video consultation facilities have been launched as an alternative to reduce hospital visits.

Challenges and Way Forward

- The scope of the e-governance projects expanded at an unexpected speed during Covid-19, by adding many new features and innovative-infrastructure.
- The population of India now connected with e-govemance can be considered as one of the largest data bases in the world having personal information of people. The important challenge ahead of the sudden surge of the ambit of e-govemance in the post-Covid scenario is assuring a secure, effective, reliable, transparent system that is reconciled with the basic rights and values guaranteed in the Constitution of India.
- Another challenge in e-govemance is to adopt new methods to decrease the digital divide and to promote inclusive e-govemance for achieving the promise, 'to leave nobody behind'.
- In the post-Covid scenario, the government is required to develop effective e-govemance through:
  - Interoperability of e-govemance
  - Infrastructure between intergovernmental departments and agencies
  - Developing inclusive e-governance structure to make sure that there is no one is left out
  - Legislating effective data protection
  - Law and administrative regulations
  - Enhancing data security levels to avoid data leakage, misuse, etc.
  - Reducing digital divide by creating an inclusive digital ecosystem, e-literacy for inclusiveness, improving accessibility for higher uptake
  - Mandatory sector-specific service focus to attain SDO goals
  - Embracing New Age Technologies (NAT) for improved service delivery and focusing on integrated service delivery.

PRELIMS ORIENTED MCQ

Q1: Consider the following statements with respect to the national e Governance Plan:

1. NeGP comprises 21 Mission Mode Projects (MMPs). MMPs focus on one aspect of governance with clearly defined objectives, scopes, implementation timelines, and milestones with measurable outcomes and service levels.

2. The vision of this mission is to make all Government services accessible to the common man in his locality, through common service delivery outlets and ensure efficiency, transparency & reliability of such services at affordable costs to realize the basic needs of the common man.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Q2: Consider the following statements with respect to National e-Governance Services Delivery Assessment (NeSDA) framework:

1. The Government of India introduced the National e-Governance Services Delivery Assessment (NeSDA) framework in August 2019 to assess the effectiveness of the e-Governance initiatives of the different government departments from the central to the local level.

2. The Online Service Index (OSI) of NeSDA is based on the UNDESA e-Governance survey to develop the e-Governance structure of India at an international standard.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Chapter 5: Reforms in the Civil Services

Introduction
Civil Services refer to the career civil servants who are the permanent executive branch of the Republic of India and has long been regarded as the „steel frame" of administration in India from colonial days. Its colonial legacy is continuing in this fast-changing era of globalization.
It is in this context that civil service reform forms a quintessential part of good governance.

Classification of Services
- The modern Indian Administrative Service was created under Article 321 (2) in part XIV of the Constitution of India, and the All-India Services Act, 1951.
- Part XIV of the Indian Constitution provides for different types or classes of services for India.
- As per constitution, the services are divided into the following categories – o All India Services (AIS), State Services, and Local and Municipal Services. o There are four groups of central services – Group A, B, C & D.

Civil Services Reforms
- Civil Service Reform is a deliberate change effort by the government to improve its capacity to effectively and efficiently execute policies.
- In recent times, there has been accelerated change globally brought about by technological advances, greater decentralization and social activism.
- The purpose of reform is to reorient the Civil Services into a dynamic, efficient, and accountable apparatus for public service delivery built on the ethos and values of integrity, impartiality and neutrality.
- This is to raise the quality of public services delivered to the citizens and enhance the capacity to carry out core government functions, thereby, leading to sustainable development.
- These are needed to overcome ailments afflicting Indian civil services like poor capacity building, inefficient incentive systems, outmoded rules and procedures lack of transparency, arbitrariness etc.

Recent Reforms: Mission Karma yogi
- The Government has announced a new comprehensive Civil Services reforms programme aimed at better services delivery to the public.
- The Strategy for New India @ 75 report stresses the need "to put in place a reformed system of recruitment, training and performance evaluation of the civil service."
- Mission Karma yogi aims to transform the capacity building apparatus at the individual, institutional, and process levels at Government of India.
- It promises a shift from rules to roles, silos to coordination, interdisciplinary movements, and a continuous capacity building exercise.
- Under the governments Mission Karma yogi programme, civil servants would be trained to be "more creative, constructive, imaginative, innovative & proactive.
- The fundamental focus of the reform is the creation of a citizen-centric civil service capable of creating and delivering services conducive to economic growth and public welfare.
- The National Programme for Civil Services Capacity Building has been so designed that it remains entrenched in Indian culture and sensibilities while drawing learning resources from the best institutions and practices across the world.
- The Public Human Resources Council under the chairmanship of the Prime Minister would oversee the entire capacity building exercise.

- An expert body called Capacity Building Commission will be set up to harmonise training standards, create shared faculty and resources and have a supervisory role over all Central Training Institutions.
- An appropriate monitoring and evaluation framework will also be put in place for performance evaluation of all users of the iGOT-Karma yogi platform.
- The iGOT model was tried successfully during Covid situation for training health professionals and is now expected to evolve into a vibrant and world-class marketplace for content where carefully curated and vetted digital e-learning material will be made available.
- Thus, Mission Karma yogi aims to prepare the Indian Civil Servant for the future by making him more creative, constructive, and citizen-friendly.

Conclusion

The future of the country cannot be progressive without a reformed bureaucracy. Rationalization and harmonization of service may be the need of the hour. The existing 60 plus separate civil services at the central and state level needs to be reduced through rationalization and harmonization of services. The over-emphasis on one-time examination, rank allocation, and consequent lifelong privileges should be done away with as elitism should not be the hallmark of the civil servants who are foremost public servants and should be, as far as plausible, connected with the people they represent. Civil Service Reforms should realign the outdated structure and culture of the services and forgo its colonial hangover aiming to raise the quality and sensitivity of services to the citizens that are essential for sustainable economic and social development.

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Rural Infrastructure

Chapter 6: AGRICULTURE In INDIA – RETROSPECT and FUTURE PROSPECTS

Introduction

India is blessed with 20 Agri-climatic regions, 15 major climates and 46 soil types, and an amazing variety of agricultural products largely consumed at domestic level.

Around 54.6% of the total workforce still derives its sustenance through direct/indirect employment in agriculture as per the latest census report.

Lack of assured education, unavailability of fertilisers and pesticides held back productivity. While India achieved food security, nutritional security remains elusive.

Achievement of Food Security

The research of 1950s and 60s on the development of High-Yielding Varieties (HYV), the application of fertilisers and pesticides, etc. has ensured that by 2019 the yields of rice and wheat have respectively increased to 2659 kg/ha and 3507 KG/HA.

The Green Revolution in cotton production in early 2000s, Blue Revolution in Fisheries, Yellow Revolution in edible oil are other examples.

Operation Flood launched in 1970 through the National Dairy Development Board (NDDB), has made India the largest producer of milk in the world (19% of the world's total milk production in 2019 – 20).

The total production of food grains went up from around 51 million tonnes in 1950–51 to 305 million tonnes in 2020–21.

This is impressive given that our population too has quadrupled since Independence. Provision of formal credit has played an enabling role in this.

As a result, the per capita net availability of food-grains has increased from 394.9 g per day in 1951 to 512.6 g per day in 2020.

PRODUCTIVITY

AGRICULTURAL MARKETING

Being a State Subject, State Governments enacted Agricultural Produce Market Regulations (APMR) Acts during the 60s and 70s whereby agricultural produce could only be bought by licensed and registered traders in these markets and the unlicensed/unregistered traders could not procure from farmers.

All the transactions would take place in the designated market yards.

The objective was to ensure transparency, fairness and hindrance free agricultural trade with adequate remuneration to the farmers.

PUBLIC PROCUREMENT

The Food Corporation of India (FCI) was set up in 1965, to undertake price support operations, to distribute food grains under the Public Distribution System (PDS) and to maintain buffer stocks.

Minimum Support Prices (MSPs) were determined through the Agricultural Prices Commission, later renamed as Commission on Agriculture Costs and Prices (CACP) in the 1980s.

The net was significantly expanded with the National Food Security Act, 2013.

Need For a New System: WHY

Agricultural Marketing	Sustainability	Water	Nutritional Security
The system designed to protect farmers was inefficient in the movement and trade of agricultural commodities. As only licensed traders could procure from these markets, the traders with licences blocked the entry of new entrants, formed cartels fixing prices rather than engaging in open auctions as envisaged. With markets faraway from villages, commission agents acted as a conduit between farmers and traders getting a larger chunk of the final retail prices, with the share of farmers getting smaller. Linkages to food processing and export markets remained weak as well especially due to lack of private investment. The post-harvest losses are estimated to be of the range Rs. 90,000 crores annually.	Climate change threatens crop yields due to unsustainable practices. Flood irrigation, lopsided/excessive fertiliser usage are some examples. Agriculture also contributes to air pollution through the emission of greenhouses gases and stubble burning. Degrading soil health is another challenge to sustaining our production levels. Soil Organic Carbon (SOC), an important indicator of soil health, has seen a decline across India. This is partially also due to imbalanced fertiliser use and the overuse of nitrogenous fertilisers.	Groundwater levels are depleting in survey areas as the pace of extraction is exceeding the pace of recharge. Punjab, Rajasthan, Delhi and Haryana are the states with highest levels of over exploitation. Nearly 90% of all groundwater extracted annually is for agricultural purposes. Nearly 2/3rd of the water used for irrigation comes from groundwater. The conventional flood irrigation used by farmers in India is inefficient, when compared to micro-irrigation systems which reduces water use from 30 to 60%, depending upon the method of irrigation used – drip or sprinkler.	The Comprehensive National Nutrition Survey (CNNS) 2016 –18 found the prevalence of underweight and stunting to be 33.4% and 34.7% respectively. Household income effect which in turn improves access of households to more diverse nutritious foods, better health and sanitation facilities, biofortification etc. can be solutions to this.

Way Ahead

The Role of Technology	Sustainable intensification	Nutritional Security	Reforms
Agri-tech or Ag-tech has emerged as one of the most attractive investment destinations for start-ups. Recent reports suggest that India is the third largest Ag-tech market. Handheld gadgets powered by AI – ML are being developed to assay and grade produce, another key constraint in marketing. The Ministry of Agriculture and Farmers Welfare (MA&FW) has been developing the IDEA platform, a database of 10 crore+ farmers on which private sector can build solutions scalable across India.	Agro-Climatic Regional Planning (ARCP) - Aligning cropping systems with agro-climatic systems can boost and enhance India's adaptation and mitigation capabilities in combating climate change. Agro Ecological Farming is another concept. In India, natural farming is promoted as Bharti Prakritik Krishi Paddhati Programme (BPKP) under the Centrally Sponsored Scheme – Paramparagat Krishi Vikas Yojana (PKVY). NITI Aayog has taken a multidimensional approach involving scientific evaluation, documentation of best practises and studies, global and national level consultations, and technical and interventions for traceability and certification of produce.	Crops such as millets are more nutritious and require lesser water than rice or wheat. Whilst MSP for millets is declared, procurement and distribution under the PDS is minuscule compared to rice wheat. Including millets at a large scale in the PDS and efforts in R&D to raise productivity of millets relative to cereals may align incentives of government policies and farmer-growing decisions. The success of the cooperative model was demonstrated in the white revolution. The central government is committed to creating 10,000 Farmers Producer Organisations (FPO).	Three farm bills, State Governments reform in APMC acts, Rs.1 lakh crore Agriculture Infrastructure Fund (AIF) in which existing APMC market yards are also eligible are the major reforms. The Farmers Produce Trade and Commerce Promotion and Facilitation Act, 2020 attempts to open up the truly regulated agricultural market of the country. Through infusion of technology, the act stands to modernise the long stagnant sector and make it globally competitive. It also offers opportunities to the private sector to collaborate with farmers to reach a mutually beneficial optimum.

Chapter 7: AGRI-FINANCE

Agricultural Credit: Why?

Institutional credit is crucial to sustain a good crop cycle based on quality inputs.
In indirect manner, credit facilitates marketing, warehousing, storage and transportation, all crucial to productivity.
It also plays an important role during adversity and to absorb the shock of crop failure due to reasons such as drought and pest infestation or crashing of price.

Issues:

- Indian agriculture is dominated by small and marginal farmers that account for 86% of all landholdings and 47% of the operated area – with an average landholding size of 1.08 ha.
- They contribute more than 50% of the total agricultural and allied output.
- Thus, on the demand side farmers face many risks beyond their control in trying to finance the investments necessary to increase productivity, and on the supply side financial institutions face large and systemic risks in providing credit to agriculture.
- The long-time lag between input investment and profit realisation, and the large corporate risks due to weather shocks are the primary reasons for making agriculture sector unattractive for formal financial institutions.
- Out of the total agricultural households, approximately 30% still avail credit from non-institutional sources, and the incidence outside KCC is very high.

Evolution of Agriculture Institutional Credit Policies:

- Initiatives can be traced back to early 20th century, with the Credit Cooperative Movement with the objective to provide affordable credit to farmers, specially the small and marginal ones.
- The Agricultural Credit Department was set up in the RBI, through the RBI act, 1934, to provide refinancing to the cooperative credit structure which was responsible for providing production credit to farmers till the end of 1960s.
- The All-India Rural Credit Survey Committee (AIRCSC, 1951-54) laid the foundation of institutional framework to establish a sound credit delivery system for agriculture and allied activities.
- The Nationalisation of Commercial Banks in 1969, the Economic Reforms in 1991 and the introduction of Kisan Credit Card (KCC) in 1998 followed by the doubling of agricultural credit in 2004 led to large-scale credit with a view to create a strong institutional base in rural areas.
- Since 1976, the Commercial Banks became the primary lending institutions and their branches in rural areas have expanded exponentially.
- The establishment of Regional Rural Banks (RRBs) in 1976 has ensured credit to small and marginal farmers.

Main Agricultural Credit Lending Policies

Priority sector lending (PSL)	National Bank for Agriculture and Rural Development (NABARD)	Kisan credit card scheme (KCC), 1998	Interest Subvention Scheme (ISS)
PSL was launched in 1974 to statutory earmark a fraction of credit to areas deemed as priority sectors. At present, RRBs and Small Finance Banks (SFCs) are required to meet a target of 75% towards PSL. Besides the overall PSL targets (40%), banks are required to achieve agricultural target of 18% and sub-target of 8% of ANBC (adjusted net bank credit) for small and marginal farmers. The sub-targets are being gradually revised from 2020-21 onwards to 10% by 2023-24 in a phased manner. The approach is to focus on "credit for agriculture" instead of 'credit in agriculture" to give impetus to financing of supply value chain in the sector.	Established in 1992, NABARD introduced the Self-Help Groups (SHG) model to enhance financial inclusion of the excluded segments. The SHGs employ their full resources to disburse loan to their members through the agency of the banks. The banks issue credit against the gross guarantee and the size of loans is multiple times that of the resources deposited with the banks. NABARD is responsible for refinancing such credit.	It is aimed at providing adequate and timely credit support from the banking system under a single window with flexible and simplified procedure for the farmers for their overall credit requirements. However, KCC should be made Aadhaar enabled and a centralised database should be created across the states to weed out the duplicitous cards. As per NAFIS survey 2016–17, 4.6% of agricultural households hold more than one card and only 10.5% were found to have a valid KCC while as a percentage of landholdings, 45% of farmers possess operative KCC as per the Agriculture Census 2015–2016.	For providing credit for crop production at reduced interest rate.

Performance of Banking System

- Agricultural Credit as a percentage to agricultural GDP increased from 2% in 19 seventies to 47% by 2019– 20.
- In India Scheduled Commercial Banks (79%) are the major players in supply and credit followed by Rural Cooperative Banks (15%), RRBs (5%), and MFIs (1%).
- At the aggregate level, banks failed to achieve the agriculture target of 18% under PSL at systemwide level, the sub-target of small and marginal farmers however was achieved.
- RBI has given higher weightage to incremental priority sector credit in 'identified districts 'where PSL credit flows comparatively low.

Strategies Needed

- Banks should develop mis to flag agricultural loans sanctioned against gold as collateral using core banking to segregate such loans for effective monitoring of end-use of funds.
- Banks should provide crop loans, eligible for interest subvention, only through KCC mode to curb mis-utilisation of interest subsidy.
- Banks should be allowed to give consumption loans to farmers after the sanctioned limit of ₹1 lakh under the PSL based on collateral security and the repayment capacity.
- To improve ease of credit, the limit of ₹3 lakh favouring collateral security by the banks in case of type arrangements can be revised to a higher limit (say ₹5 lakh) on the condition that the tie-up arrangements are between producers and processing units without any intermediaries.
- For better monitoring of branches by banks and easier implementation of KCC, there should be uniformity in scale of finance (SoF) for both crops and allied activities.
- The corpus of rural infrastructure development fund should be enhanced. State government should be sensitised to allocate a larger portion of their borrowings from RIDF for rural infrastructure development in the state.
- GoI should push state governments to complete the digitisation process and updation of land records in a time bound manner with accessibility to banks.
- Aggressive efforts are needed to improve institutional credit delivery through technology driven solutions to reduce the extent of financial exclusion of agricultural households. Successful models such as mobile warehouses/cold storages and mobile-based apps providing farm machineries on rental basis can be scaled up across the country.

PRELIMS ORIENTED MCQ

Q1: Consider the following statements with respect to Evolution of Agriculture Institutional Credit Policies

1. The Nationalisation of Commercial Banks in 1969, the Economic Reforms in 1991 and the introduction of Kisan Credit Card (KCC) in 1978 followed by the doubling of agricultural credit in 2004 led to large-scale credit with a view to create a strong institutional base in rural areas.

2. Since 1976, the Commercial Banks became the primary lending institutions and their branches in rural areas have expanded exponentially.

3. The establishment of Regional Rural Banks (RRBs) in 1976 has ensured credit to small and marginal farmers.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Q2: Consider the following statements

1. Banks should be allowed to give consumption loans to farmers after the sanctioned limit of ₹1 lakh under the PSL based on collateral security and the repayment capacity.

2. To improve ease of credit, the limit of ₹3 lakh favouring collateral security by the banks in case of type arrangements can be revised to a higher limit (say ₹5 lakh) on the condition that the tie-up arrangements are between producers and processing units without any intermediaries.

 Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Chapter 8: AGRI- TOURISM

Introduction

- Agri-tourism is regarded as the intersection of tourism and agriculture where working farm territory works in conjunction with a remunerative tourism unit, which is a segment of rural enterprise.
- The term Agri-tourism, is alternatively used as agro tourism, farm tourism, agricultural tourism, agritainment. It needs convergence of concepts of rural tourism, ecotourism, health tourism, and adventure tourism. It has been promoted across the world since decades.
- In India every tourism stands on three pillars: farm recreation, farm stays and marketing of local farm produce.
- Agri-tourism can be categorised based on the type of farm setting, farm facility or experience and types of activities involved as:
    1. Passive tourists contact – it restricts to accommodation, food and entertainment activities of the tourists.
    2. Indirect tourist contact – it adds other activities like exposure of tourists to farm demonstrations and basic farm education
    3. Direct tourists contact – it includes all the above-mentioned activities as well as participation of the tourists and different farm operations like seeds sowing, planting, gardening, harvesting the produce, milking a cow, etc.

Importance

- From the farmers perspective, it doesn't require large holding and from the tourist's perspective, it is less expensive w.r.t. travel, accommodation food and entertainment.
- Agri-tourism has a potential to reduce the uncertainty of farming or agri entrepreneurship/agribusiness by generating additional income and creating jobs opportunities to the farm families.
- Agri-tourism can provide additional income in several forms: –
    - ➢ Direct marketing in farmers market where tourists can purchase farm products
    - ➢ Picking up products, where tourists harvest produces by themselves
    - ➢ Local food, where tourists prefer to have local flavour for meals
    - ➢ Participation of tourists in different form activities and entertainment activities like animal rides, birdwatching, etc.
    - ➢ Experiencing rural life through local tours at different rural settings.

- It creates income and employment for localities indirectly as tourists need other amenities and products also.
- New consumer market niche can be established with higher awareness of local agricultural products.
- It also helps in preserving local traditions, art and culture. Tourists visiting firms tend to purchase the local handicrafts and souvenirs. It also helps in empowerment of rural women, diversifies and improves rural economy.
- Agri-tourism facilitates upgradation and revitalisation of community facilities, maintenance of rural landscapes and natural environments for tourists and local people.
- To preserve agricultural lands, and promote and form entrepreneurial activities/business enterprises, agritourism provides educational opportunities as well.

- It also reduces migration from rural to urban areas and attracts as well as retains the youth in agriculture.

Progress in India

- Rural tourism was initiated during 10th five-year plan. Rajasthan, Kerala and Maharashtra are states which have been progressive in implementing agri-tourism.
- Agri-Tourism Development Corporation (ATDC) was established in 2004.
- The main activities include opening agritourism centres, encouraging more farmers to take up agri-tourism, and conducting training and research programmes.
- Under Maharashtra State Agri-tourism Vistar Yojana, ATDC launched training and skills development programme in 2007 which aimed to conserve the values environment, traditions, culture, customs, art and handicrafts.
- "Mahabhraman" scheme of Maharashtra Tourism Development Corporation is another step to promote Agri-tourism.
- The homestays amidst the wheat fields and scenic mountain views with participatory activities in Uttarakhand, the Montana homestay and Annual Flower Festival of Sikkim, the Spice Garden Tours in Kerala and Tamil Nadu are attraction of the tourists.
- Andhra Pradesh Tourism Development Corporation (APTDC) has been promoting agri-tourism in terms of integrated horticulture farmers, dairy, fishing, vegetable poly-houses and farm stays of the tourists at guesthouses to enjoy natural environment and rural life.
- The promotion of brand "Incredible India" and enhanced budget allocation of Rs.50 lakhs per village for Village tourism has happened in the 10th five-year plan.

Challenges

- Agri-tourism needs continuous effort in different stages – land development (knowledge Centre), developing accommodations and other facilities (Farm stay), developing enterprise (processing, value addition and marketing farm produces) and other required infrastructure development.
- Lack of farmers knowledge, lack of training opportunities to learn about agri-tourism is another challenge.
- Identification of potential farmers and entrepreneurs who can implement every tourism project requires skilled advisory services. This needs education and capacity building.
- The School of Agribusiness and Rural Management of Dr Rajendra Prasad Central Agricultural University, Pusa, BIHAR has decided to start postgraduate diploma program on agri-tourism from 2021 which is a commendable step.
- Establishing and managing agri-tourism enterprise is a challenging task in terms of planning and management. Formation of farmers cooperatives can be helpful in this regard.
- Agri-tourism network involves farming, medical facilities, transportation, safety aspects, media and communication, tourism agencies, government and hospitality industry.
- Development of strategic partnerships, setting up location specific successful agri-tourism models and supportive government policies can help in this regard.

Conclusion

Agri-tourism offers benefits to farmers, farm families, rural communities, tourists and tourism operators. It is important to provide advisory services and building capacities of the farmers, who are the nucleus of agritourism industry, to implement, manage and sustain the agri-tourism centres. It is vital to create information on the available agritourism centres across different states of the country to draw attention of the potential tourists. Agri-tourism needs to be an integral part of

available tourism packages, and developing strategic partnerships for its further promotion in India, will contribute in strengthening Indian economy in general and rural economy in particular.

PRELIMS ORIENTED MCQ

Q1: Consider the following statements with respect to agri tourism

1. Agri-tourism is regarded as the intersection of tourism and agriculture where working farm territory works in conjunction with a remunerative tourism unit, which is a segment of rural enterprise.

2. It also reduces migration from rural to urban areas and attracts as well as retains the youth in agriculture.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Q2: Consider the following statements

1. Under Maharashtra State Agri-tourism Vistar Yojana, ATDC launched training and skills development programme in 2007 which aimed to conserve the values environment, traditions, culture, customs, art and handicrafts.

2. "Mahabalipuram" scheme of Maharashtra Tourism Development Corporation is another step to promote Agri-tourism.

Which of the statement(s) given above is/are incorrect?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

Q3: Consider the following statements

1. The School of Agribusiness and Rural Management of Dr Rajendra Prasad Central Agricultural University, Pusa, BIHAR has decided to start postgraduate diploma program on agri-tourism from 2021

2. The promotion of brand "Incredible India" and enhanced budget allocation of $50 lakhs per village for Village tourism has happened in the 10th five-year plan.

Which of the statement(s) given above is/are correct?

a. 1 only

b. 2 only

c. Both 1 and 2

d. Neither 1 nor 2

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