Governance Class 03
13th February, 2024 at 9:00 AM

THE CLASS STARTED (IN CONTINUATION) AT: (09:02 AM):
SECRETARIAT ORGANIZATIONS: (09:04 AM):

- **Parliamentary Democracy:**
- In a Parliamentary Democracy, the political executive is responsible for policy formulation and bureaucracy for its implementation.
- For example, in our parliamentary system, the cabinet is the highest policy-making body, but the political executive consists of ==professional politicians== whose knowledge about the administration is limited. (knowledge about the administration is limited because they are politicians.)
- Policy formulation and implementation is a highly technical activity that demands specialized skills and knowledge to overcome the weaknesses, secretariat organizations had come into existence.
- These Secretariat Organizations would provide the necessary technical inputs to the political executive in policy formulation.
- Secretariat administration in India had its origins during British Rule.
- Indian Councils Act of 1861 introduced a Portfolio System in our Secretariat administration.
- The entire administration was divided into various ministries, and departments based on Division of Work and specialization.
- ~~Head~~ Heads of these departments were there to assist the Governor General in administration.
- **Secretariat administration in India is based on ==Two important Principles==, which are as follows:** Split System and Tenure System
- **a) Split System:** The work of the government is broadly divided or split into policy formulation and implementation.
- Policy formulation is the responsibility of Staff Organizations, whereas implementation is the domain of the line agencies.
- **Difference between Staff Organizations and Line Organizations:**
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Staff Organizations	Line Organizations
1) They are responsible for the Policy Formulation.	1) They are responsible for Policy implementation.
2) Examples of Staff organizations are the Central Secretariat, Cabinet Secretariat, Prime Minister's Office, and NITI Aayog.	2) Examples are departments and directorates.
3) They are headed by Generalist Civil Servants (IAS Officers)	3) They are headed by Specialists.
4) They are situated in the headquarters.	4) They are situated at the field level.
5) Their power is advisory.	5) Their power is mandatory.
6) They can control the functioning of Line Agencies.	6) They have to function under the Staff Agencies.

Staff organizations were not purely advisory—they also had significant decision-making and supervisory authority over line agencies. The idea that they were just "advisory" oversimplifies their role. Let's break it down properly.
Why Are Staff Organizations Often Considered "Advisory"?

They are not directly involved in daily operations but focus on long-term policies, planning, and overall governance structure.
However, this doesn't mean they lack power! In fact, they guide, oversee, and even override line agencies when necessary.
However Civil Servants come under Line organization but still did not have fix tenure because Britishers work on discretion rather than stability.

ICA 1861: The Governor-General's Executive Council (staff body) made policy decisions, while district administrators (line agencies) implemented them.

TENURE SYSTEM: (10:15 AM):

- IAS Officers are allotted State Cadres at the time of recruitment.
- It is known as Cadre Based Civil Services.
- They are expected to work for the rest of their life in that particular state.
- The ~~British~~ Britishers as part of the Secretariat administration have introduced the tenure system in the Civil Services.
- Central Secretariat organizations are responsible for the policy formulation.
- Since India is a diverse country, the policy must also reflect ground-level realities to ensure this diversity, cadre based civil servants working in different states are expected to come on a deputation to central secretariat organizations for a specific tenure of 5 years.
- They are expected to use their field-level experience to formulate policies better.
- Once their tenure is over they are expected to go back to their home states.
- They must use the experience of working at the Central Level to improve the efficiency of their State Administration.

DIFFERENCE BETWEEN MINISTRY AND DEPARTMENT: (10:43 AM):

- **Difference Between Ministry and Departments:**

Ministry	Departments
i) The ministry is headed by a Minister	i) Department headed by Secretary
ii) A ministry may have multiple departments, depending on the workload of the ministry.	ii) The Ministry of Home Affairs has the maximum number of Departments (07), followed by the Finance Ministry (06.) Within the Finance Ministry, it is the Department of Economic Affairs which is responsible for formulating the budget and economic surveys

- **Problems:**
- At the time of independence there were 17 ministries at present there are 57 ministries in the government of India.
- This rapid expansion in the size of the Central Secretariat is mostly due to political factors.
- It has not resulted in any significant improvement in overall efficiency of the administration.
- On the other hand, it led to so many problems including conflicts between ministries and departments over their determines, duplication of work, problems related to coordination, and redtapism which led to time and cost overruns and overall inefficiency.
- As pointed out by the Second Administrative Reform Commission, each ministry has 16 different hierarchical levels wherein at every level the concerned official has absolute Veto Power, which makes administration inefficient.

SOLUTIONS: (11:39 AM):

- 1) The 2nd ARC recommended the reduction in ministries from 57 to less than 27. Those ministries that are performing similar functions can be merged into a single ministry and more departments can be created to ensure better coordination within the ministry.
- 2) Recently to overcome these weaknesses the government has launched PM GATI SHAKTI Yojana.
- This Scheme was launched to ensure the time completion of infrastructure projects which are implemented through the PPP model.
- The objective is to ensure coordination between the various ministries involved in the completion of these projects, the time limit will be fixed and there will be continuous monitoring of performance so they are completed on time.
- Accountability is also fixed on the bureaucrat involved in the functioning of ministries and departments.
- 3) The Second ARC also recommended the hierarchical levels from the present 16 to 4 (it will improve the efficiency of the projects).
- **Other Reforms:**
- a) Introduction of E-governance to make the administration efficient and accountable.
- b) Lateral entry into the Civil Services to ensure professionalization of the administration.
- c) Strict implementation of the RTI to ensure complete transparency in governance.
- d) Making Citizen Charters mandatory for all departments and ministries to ensure participation of stakeholders in governance.
- e) Objective performance evaluation of the bureaucracy through the Social Audit Committees.
- f) De-politicization of the Civil Services by implementing Civil Services reforms.
- g) Single-window clearance to reduce the Red Tapism and inefficiency.
- h) Fixing time limits for the bureaucrats to complete their responsibilities.
- i) Promotions should be based on merit within the Secretariat Organizations.
- Our Secretariat administration is characterized by an inverse pyramid wherein the maximum number of bureaucrats are working at the top level in policy formulation.
- On the other hand, very few officers are working at the field level in policy implementation.
- It is said that India is good with policy formulation but inefficient in implementation.
- **Solution:**
- The Second ARC recommended that the pyramid should be reversed and a maximum number of experienced bureaucrats must be working at the field levels to ensure effective implementation of policies.
- And meritorious bureaucrats must be promoted to the secretariat organizations.

TOPICS OF THE NEXT CLASS: Transparency (RTI), etc.