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**GOVERNANCE**

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GS-II

GOVERNANCE

Mains Harvest

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**OFFICERS IAS ACADEMY**  
(IAS Academy by IAS Officers)

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## MESSAGE FROM THE DIRECTOR

**Dear Aspirant,**

This book is dedicated to YOU, the untiring civil service aspirant who has the drive and commitment to persevere towards clearing this exam which is considered as one of the toughest exams in the world.

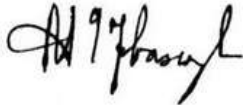
We congratulate you on choosing this book for “**Governance**”. Our attempt here is to simplify important concepts without losing the key points. Hence, we hope you will find this book useful in your civil services journey.

### **About this book**

This book is a distillation of the expertise of the faculty at Officers IAS academy, explained in simple and easy to understand language. What you get to study in this book has been painstakingly collated by our faculty through their years of teaching and mentoring thousands of aspirants.

A strong zeal from you to clear this exam combined with our coaching and textbook will, I am sure help you scale great heights.

I wish you the very best in the most important endeavour of your life.



R. A. Israel Jebasingh

(IAS, 2004 Batch All India Rank 59)

Director of Officers IAS Academy



## HOW TO USE THIS BOOK?

### **Hello Aspirant!**

There is a subtle difference between putting in effort and putting in the right and focussed effort. That difference could determine whether you get into the civil services or not! This statement becomes highly relevant during the UPSC Main Examination stage.

Aspirants know that every mark scored or missed in the Main examination determines their presence as well as their place in the All-India Rank list. Unlike the Preliminary examination, Main exams are fairly predictable. But with Mains, completing the examination on time becomes the biggest challenge.

Even with persistent efforts, aspirants generally tend to struggle in completing the Mains Syllabus. And even when the syllabus is covered, there is a struggle in recollecting appropriate points during the examination.

Such challenges are faced by all UPSC Mains Candidates. This is because of the sheer mindboggling number of topics, dimensions, and links with current affairs that aspirants have to sift through in their mind before writing an answer – something that is indeed a herculean task.

We in the R&D team of the Officers IAS Academy, have been pondering over this challenge, and have found a solution.

Our R&D team spent a year meticulously combing through the *past 47 years'* Mains General Studies question papers, to identify all possible topics and dimensions ever covered for each subject in an UPSC Main examination. Our researchers, then set out to prepare a series of books for each of the 'Main exam subjects' (pertaining to GS1, GS2, & GS3) where all relevant content is covered in a scientific and precise manner. Aspirants can confidently use these books to 'complete' the UPSC Main Exam syllabus effectively and efficiently.

Please note, we do not advocate the use of these 'Mains Harvest' books as 'Standard' sources. However, instead of reading endless number of books for the UPSC preparation, aspirants can focus on the standard books (NCERTs) for foundational knowledge and then devote the rest of their time in studying the Officers IAS Academy's Mains Harvest books.

For you, dear aspirants, we have practically 'harvested' the 'essence' of the UPSC main examination to produce the 'Mains Harvest' book series. Use them well!

Thanking and wishing you all the very best in your preparations,

**R&D Team,**

Officers IAS Academy, Chennai.

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## ***IMPORTANT ASPECTS OF GOVERNANCE***

### **GOOD GOVERNANCE**

#### **Background**

- Before going into Good Governance, we should first understand the term Governance. "**Governance**" means: the process of decision-making and the **process by which decisions are implemented (or not implemented)**.
- In other words, it is **the use of power and authority by those in government to provide goods and services to the people to uphold the common good and fulfil the aspirations and needs of the common man.**
- Since governance is the process of decision making and the process by which decisions are implemented, **an analysis of governance** focuses on the **formal and informal actors** involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision.
- **Government is not the only actor** in governance but one of the many actors in governance. Other actors involved in governance vary depending on the level of government that is under discussion.
- In **rural areas**, for example, other actors may include **influential landlords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders**, finance institutions political parties, the military etc
- The situation in **urban areas** is much **more complex** with the presence of different actors like, small scale business people, large scale business people, street vendor groups, migrant groups, etc.
- **All actors other than government** and the military are grouped together as part of the "**civil society.**"
- Formal government structures are one means by which decisions are arrived at and implemented. At the national level, informal decision-making structures, such as "kitchen cabinets" or informal advisors may exist.
  - "**Kitchen cabinet**" is a reference to **an head of the Government's informal circle of advisers**, as opposed to the official members of his cabinet.

#### **Definition**

- A type of governance which has the following set of attributes is called good governance.
  - **Participatory,**
  - **Consensus oriented,**
  - **Transparent,**
  - **Accountable,**
  - **Responsive**
  - **Effective & Efficient,**
  - **Equitable & Inclusive and**
  - **Follows Rule of Law.**



**Characteristics of Good Governance**

### **Participation**

- People's participation is given increasing priority in the scheme of good governance. It is recognized that people's involvement in decision-making and decision implementation would act as :
  - a check on indifferent and inefficient bureaucracy.
  - a pressure on the administration to act and act in time.
  - Instruments for a responsive and accountable administration.
  - a medium of development administration and self-government.
  - a mobiliser and user of local resources for local development.
- The people can perform this role either by becoming a member of any social organisation or interest and pressure groups or welfare organisation or a political party or by becoming a part of bureaucracy and government at national, regional or local levels.
- The governments are seeking to involve people by the democratic decentralisation-the panchayats and municipalities or by association in advisory or consultative committees and institutions.
- People also organise themselves to demand a policy to meet the expectations of the citizens. They organise as groups to support a people friendly decision of the government as they also oppose anti people measures taken by it.
  - Eg: Narmada Bachao Andolan, Bachpan Bachao Andolan, Peoples' Initiative, Help Age India, Common Cause Shiksha Bachao Andolan etc.
- **Panchayati Raj institutions, Social Audit mechanisms, change campaigns like Swachh Bharat Abhiyan** are the important government initiatives which promote and depend on participation of people.

### **Consensus orientation**

- There are several actors and as many viewpoints in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved.



- It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.
  - **The Common Minimum Programme(CMP)** created and followed by the **United Progressive Alliance** during its rule from **2004 to 2009** is an example of consensus based decision.
  - The Government of India was forced to take back the **Farm Laws** as it **failed to reach a consensus** with the **farmers of Punjab, Haryana and Western Uttar Pradesh**.

### Transparency

- Transparency means that **decisions taken and their enforcement** are done in a manner that **follows rules and regulations**. These decisions should also be in the **public domain**.
- It also means that **information is freely available and directly accessible** to those who will be affected by such decisions and their enforcement.
  - The **Right to Information(RTI) Act** is the chief instrument to **ensure transparency** in Indian Governance.
  - **Citizen charters** are also an **instrument of transparency**.

### Accountability

- Accountability refers to one' **responsibility and answerability for his/her actions towards the persons affected by the decisions**.
  - For instance, when an anganwadi worker provides a mid day meal to the children, it is her responsibility to provide clean and nutritious food. If some children are affected due to the bad quality of food, then the particular worker is held responsible.
- There are effective remedies against maladministration and against actions of local authorities whose actions infringe civil rights.
- Accountability cannot be enforced without transparency and the rule of law.
- Again **RTI act and citizen charters** are important instruments for ensuring accountability.
  - **Appointment of Public Information Officers(PIO), under Section 5 of RTI act**, to ensure dissemination of information from a department is an example of **accountability**. Here, the officer is answerable if required information is not given within a particular time frame.

### Responsiveness

- The activity through which **public services are delivered, requests and complaints are responded to within a reasonable timeframe is called responsiveness**.
- Objectives, rules, structures, and procedures are adapted to the **legitimate expectations and needs of citizens**.
  - For instance, **RTI act's section 7** provides that information **requests** should be responded to **within 30 days** from the receipt of request.

### Effectiveness and Efficiency

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- This aspect means that **processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal.**
- The concept of efficiency in the context of good governance also covers the **sustainable use of natural resources** and the protection of the environment.
- Audits and Performance management systems are instruments to ensure that these parameters are ensured in the governance process.
  - **Audits conducted by Comptroller and Auditor General** of India on the Public finances is a **check of efficiency and effectiveness.**

### **Equity and Inclusiveness**

- Equity is the **act of ensuring that processes and programs are impartial, fair and provide equal possible outcomes for every individual.**
- Inclusion is the **practice of making people feel a sense of belonging in society.**
- This requires all groups, but particularly the most vulnerable, to have opportunities to improve or maintain their well being.
  - Eg: **Reservation policies** followed by the Government of India is an example measure to **ensure equity.**

### **Rule of Law**

- Through this aspect, **Rules and regulations are adopted in accordance with procedures provided for by law and are enforced impartially.**
- It also requires different public officers to follow the laws, and judicial pronouncements with most sincerity.
  - The **Constitution of India** is the **chief rule book** in India for the Government to exercise good governance.

### **Public Accounts Committee and Accountability**

- Public Accounts Committee(PAC) is a **financial committee constituted every year to scrutinise the audit reports submitted by CAG.**
- This committee consists of **22 members of the Parliament.**
- This body serves as a **watchdog over the public finance of India** by examining the **Appropriation account and Finance account** of the Annual Financial statement(**Budget**).
- It scrutinises these accounts to verify that,
  - Funds are legally available
  - A competent authority sanctioned the use of funds.
  - The rules laid down by the law are followed in using the funds.
- PAC also scrutinises the **demand for excess grants** before it is submitted to the Parliament.
- PAC's role is not limited to technical scrutiny of the expenditure, it can **also go into the economy, prudence and wisdom of the expenditure.**
- Limitations of PAC:

- It has **only persuasive value** i.e its decisions are **not binding** on the Government of the day.
- Its scrutiny is **similar to post mortem** i.e it takes place **only after the expenditure has been made.**
- It **lacks mechanisms** to implement the changes it proposes.
- Nevertheless the **suggestions of PAC get a wide popularity in the media**, leading to a **public pressure** on the government to implement the suggestions.
- In a parliamentary democracy like India, accountability of the government is enforced through Parliament's oversight and control. This process is aided and enhanced by PAC.

### Whistleblowing and Whistleblower

- A **whistleblower** is a person, who could be an employee of a company, or a government agency, **disclosing information to the public or some higher authority about any wrongdoing, which could be in the form of fraud, corruption, etc.**
- To protect whistleblowers from losing their job or getting mistreated there are specific laws. Most companies have a separate policy which clearly states how to report such an incident.
- A whistleblower can file a lawsuit or register a complaint with higher authorities which will trigger a criminal investigation against the company or any individual department.
- There are **two types of whistleblowers: internal and external.**
  - **Internal whistleblowers** are those who report misconduct, fraud, or indiscipline **to senior officers of the organisation** such as Head Human Resource or CEO.
  - **External whistleblowing** is a term used when whistleblowers report the **wrongdoings to people outside the organisation** such as the media, higher government officials, or police.
- In India, **Whistleblower's protection Act of 2011** aims to protect any person (i.e. a whistleblower) to report an act of corruption, willful misuse of power or discretion, or criminal offence by a public servant. Sadly, this act is **not yet operationalized.**

### Questions

1. Discuss the role of the Public Accounts Committee in establishing accountability of the government to the people.
2. "Effectiveness of the government system at various levels and people's participation in the governance system are interdependent." Discuss their relationship with each other in the context of India.
3. "If an amendment bill to the Whistleblowers Act, 2011 tabled in the Parliament is passed, there may be no one left to protect." Critically evaluate.





**FOR FULL BOOK,**

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