

GSSCORE

An Institute for Civil Services

IAS TOPPER'S

TEST COPY

ACHYUTH ASHOK

AIR - 190
(CSE 2022)

PUBLIC ADMINISTRATION

 **8448496262**  **iascore.in**

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GS SCORE

Total :- 97

Public Administration Test Series 2022

TEST - 01



Remarks:-

You have attempted nearly all the questions. Most of them are very nicely answered but you have some shortcomings on these points:-

a) In most of the answers, you haven't mentioned the views of relevant thinkers.

b) Some answers are without the structure, follow a proper structure.

c) Improve your hand writing.

All the best.

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1.

The study of Public Administration (PA) as a
separate science ^{in the USA}, separated from the "hurry and
strife of politics" was derived from the Wilsonian
concept of 'Politics-Administration dichotomy'. But
even Wilson corrected himself later suggesting that
politics and administration may be distinct, but
not dissociative.

Good
Intro.

In the policy process, public administrators are
involved right from the planning stage as
advisors. Although political values and concerns
dominate the actual choice of policy, the "formulators
and implementors" are not separate in this process
(Donahue & Ingram). As the implementors of
public policy, administrators drive the effectiveness
and efficiency of the policies.

Good

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It is better to view the relation between politics and administration through Simon's means-ends analysis. The administrations denote the 'means' (dominated by factual premises) for the 'ends' determined by the political masters.

Very good understanding. Also provide relevant examples here.

Politics and administration can better be viewed as a continuum (Van Riper) where the roles or functions are different, but the institutions and members are never separate. In the 'governance' era of PA, this seems the most apt view for an efficient, yet inclusive government mechanism.

3.5
10

The question was focused on the relationship in between politics & administration. It demanded theoretical understanding & the application of it. Relevant examples should be there.

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2.

The POSDCORB view of Gulick is a narrow,
managerial view of the scope of public
administration. It ignores the wide variety of
functions of a practical administrative institution.

Started
on line.

Management is just one facet of administration.
It denotes the positivist, mechanistic and universal
view of administration.

Provide a suitable heading here

But administration has roles beyond mere
management. For instance, police administration
and welfare functions of administration is
not covered in the POSDCORB analysis.

There should
be a clear
demarkation
in between
intro &
content -

The features of POSDCORB itself are restrictive
and arbitrary. Planning, organizing, Staffing,
Directing, Co-ordinating, Reporting and Budgeting
is not an exhaustive list of management

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functions. It ignores the role of administrators
managers in motivations, leadership, communication
and other such humanistic factors. For instance,
the armed forces does not work solely on the
basis of established structure and hierarchy, but
also depends on the camaraderie within the forces,
nature of supervision etc. ('esprit de corps' of Fayol).

An integral view of administration goes
beyond such narrow scope of administration
and realises that the subject matter of
administrative institutions also influence their
structure and functions. Universal principles
like POSDCORB are not effective in getting a
holistic view of such organizations.

3
10

Follow a proper structure,
intro-content-conclusion &
enrich your content part.

Not relevant
example.
There is a
hierarchy
& a proper
structure.

However
concluded
on line.

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3.

During the early 20th century, public and private administration were not considered distinct academic disciplines. In fact, L.D. White suggested that "the study of public administration must start from the base of management rather than the foundation of law".

Start by writing the meaning of the stage of or theory.

Thus, public administration (PA) lost its 'publicness' during this phase. The emphasis was on generating universal principles of administration that were applicable irrespective of the 'locus' of administration.

Mention the classical thinkers views in this part, like:- Taylor, Fayol, Urwick etc.

Even the behavioural school focused on human-behaviour-based scientific understanding of the role and functions of management and failed to distinguish between public and private administration. This was the direct result of the Wilsonian call

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to make "administration less un-businesslike."

It was only later (in the 1950s) that the
ecological & normative characteristics of PA was
emphasized. Comparative administration, develop-
ment administration, use of systems and critical
theory on administration brought the 'public' back
into PA. The New Public Administration movement
epitomized this change.

Present day public administration is invariably
viewed as a distinct field, having influence of
normative values of equity & inclusivity than
efficiency concerns.

Sociological
& psycholo-
gical
aspects
were
missing.
Add
these
points to

Conclude
by analysing
that many
thinkers
added public
aspect to
the classical
views & how
these theo-
ries are
still
relevant

3
LO

Follow above mentioned
instructions. Keep writing.

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4.

Public Administration (PA) is distinct from 'admini-
strations' due to its publicness. The wide variety
of functions that the modern democratic state
performs make PA a polyglot.

Write
down
the wide
variety of
functions
in brief
here.

Heterogeneous nature of PA

- Regulatory functions that keep the market forces
from exploiting the public.
- Security functions like Law & Order, national security,
disaster response etc.
- Distributive and redistributive functions for allocation
of resources for social equity and inclusive
development.

Good
points
but add
points
like:
Planning
Organising
Directing
etc.
too

The heterogeneous nature of PA is highlighted by
the development of subfields like Comparative PA,
Development Administration, Administrative Law,
Public Policy analysis etc.

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Notwithstanding its diverse nature, the core of PA is public interest. All its activities are designed and executed to best serve the public.

i) citizen friendly policies.
ii) manage large scale commercial activities etc.

It is in the light of the elephantalogic nature of PA that Dwight Waldo suggested that any single line definition of PA would "lead to mental paralysis than enlightenment". The present conception of PA as a "socially-embedded process to promote human flourishing for all" (Hirschmanbook III) aptly summarizes the diverse nature of its operation.

Concluded on line.

3/10

Incorporate more aspects in the answer. Mentioned aspects are good too but not enough.

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5.

The 'science of Administration' developed when the publicness of public administration was ignored. Private and public administration was to be modelled on similar ideas, with the ultimate aim of efficiency.

~~But~~ However, PA has distinct features like public interest that separate it from private administration. Thus 'efficiency' is just one of many foci in public administration.

"Goods" in Public Administration.

- 1) Public interest to be upheld with special focus on protection of minorities and vulnerable sections.
- 2) Equity and inclusivity to be balanced with efficiency and effectiveness.
- 3) Governance as opposed to management is the core focus.

Elaborate the meaning of efficiency too

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The academic study of PA also branched out
into Development Administration, Comparative PA,
Public Policy and analysis etc. with an inherent
'publicness' to its focus.

connect the
views of
relevant
thinkers
regarding
the efficiency.

Thus, 'efficiency' is a focus in PA as well. But
it is not the core or only focus, since efficiency
without equity is unbecoming of a welfare state.

Good -

3.5
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Content part is very generic.
Enrich it with more relevant
points. However start is
good & also concluded on
time.

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6. Wilson's call to separate administration from the "hurry and strife for politics" led to the emergence of politics-administration dichotomy. But later on, Wilson himself corrected his idea stating that a divorce of administration from politics was neither necessary nor possible.

Why Wilson wanted dichotomy?

- ① Corruption in U.S. administration due to the patronage-based spoils system.
- ② Social upheavals due to discrimination against on the basis of gender, race etc. - and administration's inability to respond to it.

Thus, his ideas of dichotomy and business-like administration, borrowing from the Continental Administrative system of France and Germany was an attempt to reform the U.S. Administration in the late 19th Century.

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But Wilson is accused of not practising what he preached. As the President of the United States, he did not do much to separate politics from administration, like he initially suggested.

Wilson's ideas led to the decadence of the spoils system, initiated through the Pendleton Act of 1883. The 'comparative borrowing' also strengthened the efficiency of the administration.

However, his idea of separating politics from administration was practically impossible as he himself realised later. Thus, despite this contradiction, Wilson initiated the scientific study of Public Administration.

4.5
10

Overall a good answer. Mentioned some relevant points but if you had mentioned the critical views of any thinker then it would have given an edge.

Include the criticism of various thinkers like 'Waldor' etc.

Good Analysis.

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7.

Social media is an umbrella term used to describe a virtual/digital space where people can interact with each other through messenger, media, ideas etc.

Good &
concised
intro.

The common types of social media are :-

- 1) Social Networking (Facebook)
- 2) Media sharing (Youtube)
- 3) Blogging & Microblogging (Twitter)
- 4) Bookmarking (Sharing links etc.)
- 5) Community Discussion (Quora, Reddit)
- 6) Interactive media (Tiktok, Snapchat etc.)

The Department of Electronics and IT released new social media guidelines to make social media intermediaries more accountable. Some of the guidelines include :-

- 1) Grievance Redressal Officer for 24x7 customer grievance redressal

Do mention
the Electronics
& information
& technology
framework
& guidelines
to ensure
good governance.

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- 2) Chief compliance Officer to ensure legal compliance
- 3) Monthly compliance reports
- 4) Obligation to identify ^{first} originator of messages
when requested appropriately by the government
or its agencies.

These measures help to safeguard the digital
space and make it more responsive to user grievances.

It gives the vital accountability dimension to the
participative, transparent and inclusive social media

space. Thus, social media can serve as a
conduit for good governance especially when
appropriate legal regulations are enforced.

Justified
the demand
of the
question.

Some aspects needed to be
mentioned, as mentioned
above. Keep writing.

4.5
1.0

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8.

The New Public Administration is an ideology that turned into a movement. The radical Minnowbrook Conference in 1968 called for a socially conscious and pro-active administration.

Themes of NPA

① Relevance : (i) Relevant areas in the study of Public Administration to include ecological narrative.

(ii) Re-define relevance of PA in terms of social responsibility.

② Equity : PA to uphold social equity by working to protect the vulnerable.

③ Change : PA to be change-oriented & non status-quoist, to make it responsive to social demands.

④ Values : Normative evaluation to accompany factual neutrality.

These were the goals

Also mention the

3 Anti-goals

→ Anti-hierarchical

- Anti-bureaucratic

- Anti-technical

✓ hood.

As Frederickson pointed out, the aim of NPA is to make PA "less generic, and more public, less institution-oriented and more result & change oriented, less neutral and more normative, yet no less scientific".

Good to see that you connected the views of the thinker.

It was also highlighted that any "administration that did not try to redress the deprivations of the weak would be employed to repress them further". Thus, NPA was in many ways re-orienting PA with a more socially-relevant focus with more emphasis on being pro-change.

To the point.

5
10

well addressed the demand of the question. Nearly all the parts are good & written nicely.

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9.

The New Public Administration ^(NPA) movement that emanated from Minnowbrook I was criticized to be "radical in words, not deeds". This was due to the overly ambitious and radical redefinition of the scope, nature, responsibility and impact of Public Administration (PA).

Started
on line.

Why NPA is criticized as over-ambitious.

① The themes that evolved out of NPA (relevance, equity, values, change) seemed to suggest that it was the sole responsibility of the state to pro-actively bring social changes. But in reality, civil society, media etc too play a major role in establishing governance.

To the
point
elaboration.

② The ideas were prescriptions for change, but had no institutional base. Even if administrators were to bring about change, there were no

prescriptions for any practical techniques.

- ③ The neo-liberal and globalisation movement in the late 20th century elevated the role of the market. Thus state has to regulate and steer the market forces to be effective in its welfarist goals - which has little mention in NPA.

Thus, the intention of NPA to make administration socially conscious and pro-active was well-intentioned. But, the overestimation of the role of the state in the social schema makes it a naive or over-optimistic view. } Good.

5.5
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Good knowledge showcased.
To the point answer.

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10.

The classical and neo-liberal thought in public administration neglects normative concerns. In the face of the plight of the vulnerable due to globalization and other market-driven changes, the management of public values has become a central concern for administrators.

In intro write in brief about the PVM & the shortcomings existed in the service delivery.

Use a relevant heading here

- The New Public Service movement counters the 'steering to serving' ideology of New Public Management (Competitive Government) with "serving not steering". Here, public service based on collaboration with the public (co-governance) was considered as the major role of the state.
- At the same time, the rigidity of the 'bureaucratic' structure makes administration mired in red-tapism making it less effective and efficient. Thus, applying business management ideas for a more

effective ~~administration~~ also demanded
'post-bureaucratic'.

mention the
3 strategic
triangle by
Moore.

The twin ideas of 'post-bureaucratic' and
'post-competition' is aptly combined in
Pollitt & Bouckaert's Neo-Weberian State (NWS).

NWS = Bureaucratic + Management
Values Techniques.
(normative) (efficiency)

Good -

By, combining the values of a democratic
administration with the operational efficiency of
management techniques, NWS takes PA closer
to public value management.

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LO

Incorporate more aspects.
Improve your intro, but
concluded on time.

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11.

The neo-liberal / new-right thought advocated for a greater role of the market vis-a-vis the state. This thought led to the spread of liberalization, globalization and privatization.

Effect of globalization and liberalization:

① Increasing poverty : More people were pushed below poverty lines due to the loss of traditional livelihoods in the wake of global competition.

Eg:- local handicrafts vs mass produced goods led to destitution of artisans

② Rising inequality : Oxfam International reports suggest that developing economies that adopted neo-liberal policies witnessed worsening income disparity.

③ Stagnation of agricultural growth with the focus on developing service economy.

Relevant
examples
mentioned-
Good under-
standing.

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Thus, the need for a strong state to counter these challenges and protect the vulnerable was felt universally.

A strong state ensures :-

- 1) Protection of weaker sections through targeted empowerment programs.
- 2) Regulation of market by preventing anti-competitive and monopolistic tendencies.
- 3) Stabilization of social order through law and order administration (rising social unrest leads to more criminal activities (protests etc.)).

The role of state in development administration was ~~not~~ realized with renewed vigour. This led to Public Administration being redefined as a "socially - embedded process" to "promote human flourishing for all" in Minnowbrook-III (2008).

Attribution of knowledge is
V. good. V. nicely written answer.

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12.

'Civil society' refers to organized group of citizens (general public) with a shared ideology for social change.

Here, you could have mentioned by views of Robert Putnam.

Civil Society and Governance.

- Civil society organizations like NGOs, Residents Welfare Associations etc. increase participation in governance.
- Use of social audit, RTI etc. by civil society ensure accountability, transparency and responsiveness.
- Co-governance with civil society makes administration efficient and effective and consensus-oriented.

To the point.

Thus Civil Society can ensure good governance through these features. But Civil Society can also uphold selective interest through interest groups. This can be a deterrent to inclusiveness and equity since social divisions may be

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magnified by civil society organizations. For instance,
higher and dominant castes may monopolise
control over social audit to promote caste interests.
Civil society and development

Development by its very nature must be
inclusive and equitable. By taking the grassroots
issues to appropriate state institutions, civil society
can aid development.

But, the skewed representation of the lower and
have nots in civil society organizations can lead
to inequitable development. For instance, nexus
between NGOs, political parties and industrialists
can subvert development for economic growth.

By making governance participative, civil society
is key to good governance. When employed
equitably, it also ensures accountability. But vested
interests could take over civil society organizations
and derail governance and development.

Add
some
relevant
example
in support
of
your
answer.

Well
analysed
the
whole
answer.
bungiee

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LS

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13.

The Public Choice Approach (PCA) evolved as an economic critique of the 'bureaucratic' administration. PCA proponents opined that 'institutional monopoly' was antithetic to democracy and efficiency.

Context is well addressed.

PCA - major criticisms of traditional administration

① Self-aggrandizing / Budget maximising (^{Niskanen} Osbrom)

nature of bureaucracy is in opposition to public interest.

② Plurality of institutions would provide choice

to customers (citizens) and hence make administration more responsive, accountable and efficient.

Rightly mentioned these points.

③ Administrators have a wide variety of influences (power, authority, status, conservatism, status-quoism, material needs, money, philanthropism etc.) and

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public interest is not the sole concern for them.

The different types of bureaucrats have been
identified by Anthony Downs.

In essence, PCA does not prescribe replacing state
with market. Its main thrust is to have
'institutional pluralism for democratic governance'
(Vincent Osborn).

State and market co-exist and compete with
each other (except in exclusively state-dominated
fields like security, law & order etc.). PCA wants
governance to prevail by combining the benefits of
both market and the state.

The welfarism and equity-orientation of state
is enhanced by the efficiency and effectiveness
of market. Thus, PCA imagines a reformed
governance that is more citizen-friendly.

Analyse
the
aspect
that
competitive
market
has chal-
enges for
the mono-
poly of
the state.

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Conclude on a better line.
However, rest of the part is fine.

bingiee

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14.

Good-enough governance was a counter proposal to the ethno-centric ~~good governance~~ agenda of the world Bank.

write in brief about both the key terms asked in the question.

Good governance of World Bank has the following features/pre-requisites :-

- (i) democratic, stable government
- (ii) rule of law
- (iii) strong justice institutions and access to all.
- (iv) open market economy.

Good.

While the first 3 are necessary for equitable governance everywhere, the market-dimension to World Bank's ~~governance~~ agenda was opposed by developing nations. The 'helicopter' model of governance, coupled with neo-liberal globalization agenda, was anti-democratic and subverted the sovereignty of the developing nations.

Scam property, not clear.

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^(GEG)
Good enough Governance was both a middle-ground approach to good governance and a critique of the externally enforced governance agenda.

A middle-ground

→ Mindful of the financial, personnel and normative limitations of sudden administration reforms in developing nations, GEG proposed a tuned down version of good governance^(Gh). It has the core tenets of GG (participation, transparency, accountability, rule of law, equity inclusivity) in essence and spirit - but not totally and immediately in practice.

V. Good.

Eg:- GEG would promote transparency through Right to Information Act, but not immediate social audit of all schemes, since it requires sudden mobilization of scarce resources

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The crux of GEn is the ecological dimensions.
What's 'good' for a nation is to be determined
on the base of its societal, cultural, historical,
political & socio-economic factors. A universal
idea of GGr, with specific schemes in limited
time was unviable for developing nations.

Good understanding

Thus, GEn can be seen as an intermediate
stage to GGr in developing nations. It is the
means to the ultimate end of citizen-
centric governance.

well concluded-

7.5
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Well aware with the demand of the question.
Has written accordingly.

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15.

Governance requires participation of citizens as
a collaborative environment with the state.
Accountability, transparency and responsiveness
(ultimately good governance) stems from the
conscious involvement of an enlightened citizenry.

How Civil Society can make themselves heard?

- Citizens need to understand that strength is
in unity. Individual demands are seldom
heard. It is only when citizens collaborate
based on shared concerns, demands and ideology
that they are heard.
- It is also essential for the collaboration to
take lawful and effective means to put their
message across. Violent protests should be abhorred.
Peaceful protests, as facilitated by the Constitution
(Article 19) is to be preferred.

You can
use the
examples
of RTI,
consumer
courts,
PIL etc.

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→ Such an organized statement of demands requires maturity and education. The former informs 'when & how' to act and the latter informs 'what' to act on.

Eg :- The farmers protest against the 3 farming reform laws were fruitful because they organized under a common umbrella (Bharatiya Kisan Union) and peacefully stated their demands. Their demands were derived from informed and factual bases. The protests made the public aware of the pros & cons of the proposed reforms and enabled the wider public to respond to it. Ultimately, this chorus of national demand forced the Government to be responsive and repealed the Acts (and initiated wider consultations)

Here, example is relevant

Do not sketch the examples too long. In short make it convincing.

Clear your facts. Only some groupings of farmers were protesting & general public started complaining because of the chaos created by road blockages etc.

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Good governance pre-supposes the active participation
of educated public. Such participation enables
better action and improved accountability for
such actions.

6.5
15

Add more examples.
However, mentioned aspects
are good too.

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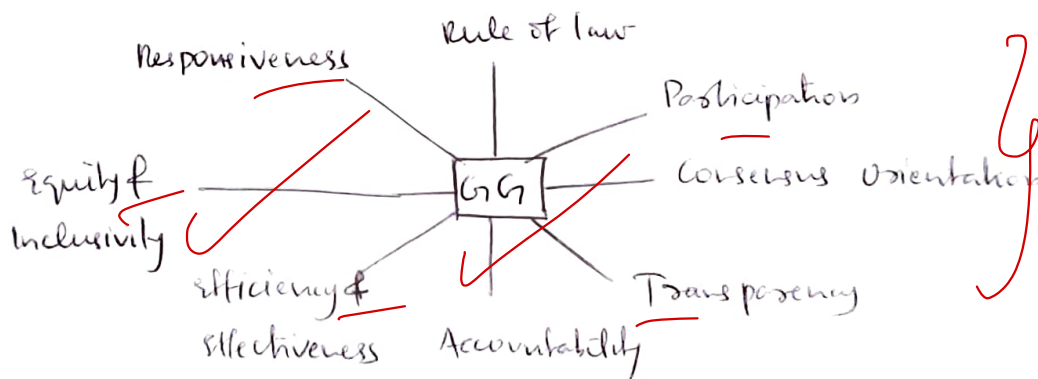
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16-

Control structures are essential to bring a balance between accountability and autonomy

Both internal & external control mechanisms ensure an accountable, yet effective public administration.

Control & Good Governance (GG)



elaborate these points in brief as well.

Control is the basic mechanism through which individual actions are reconciled with organisational goals. For GG, administration has to be effective, efficient, yet inclusive, equitable and ethical. While formal (internal) mechanisms like planning-programming-budgeting, legislative & judicial control, personnel

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management ensure the former, the latter is
served by participation of enlightened public
through external accountability measures (RTI,
social Audit, citizen's charters etc).

Accountability v/s Autonomy.

- Accountability measures should not produce a
chilling effect on bureaucratic creativity. The
"multitudinous monarch" (Wilson) should not drive
out innovation by the administrators. strict
adherence to rules and fear of punishment due
to intense scrutiny should not drive out initiative.
- At the same time, extreme discretion will lead
to the bureaucracy turning into an "institution
rather than an instrument" (Weber). This leads
to a self-serving and self-preserving bureaucracy.
This is also antithetical to public interest.

Relevant
Points:-

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Thus, control measures should balance out accountability & autonomy to be effective. Adequate protection for bona-fide actions in general interest should not be punished, even if negative unforeseen externalities ~~are~~ are produced.

Good governance does not purely mean, every decision should be made only after consulting and convincing every ~~one~~ person. Efficient governance is also vital to NGOs and thus sufficient discretion needs to be vested in the official hands, along with appropriate accountability mechanisms in the hands of the public.

It seems both these points are the conclusion. Concise your intro. Take care of it -

6.5
1.5

Elaborate the tools of governance part to which you have only mentioned. Rest, good understanding showcased in other parts.

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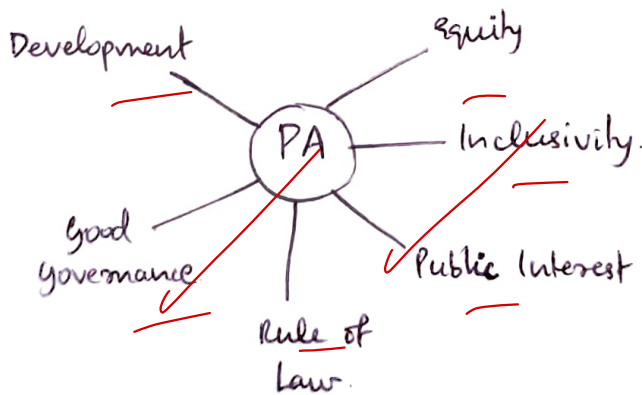
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18.

Third party administration refers to the neo-liberal trend of outsourcing ^{certain} ~~the~~ traditionally state-centric administrative operations to external institutions.

Agencification is one common way in which third party administration (TPA) is implemented.

Objectives of PA in present context



TPA helps in attaining most of these goals due to autonomous nature of its functioning. TPA brings in the efficiency and effectiveness inherent to business administration into PA.

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TPA and good Governance (GG)

→ TPA ensures GG by :-

- (i) Specialization of activities help in efficient functioning of administration.
- (ii) An independent agency can interact with the people directly. It brings the state functions closer to the people, thus ensuring participation.
- (iii) Although autonomous, sufficient legislative and executive control is retained over TPA. This balance ensures accountability & transparency.
- (iv) Since effectiveness and survival of the TPA depends on the public perception, it is more responsive compared to PA.

In spite of the advantages of TPA, there are some state functions like law and order, social development, internal security etc. which cannot be outsourced. These require the control and

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direct involvement of the state.

In order to combine the advantages that
neo-liberal management values ~~bring to~~ and the
inclusive nature of state/public administration,
concepts like neo-Weberian state have evolved.

Thus, ~~IPA~~ and its core concepts are relevant
even in the state-dominant areas, at least
in essence if not in direct practice.

7.5
—
2.5

Very nicely written answer.
You have incorporated the
relevant aspects. Keep
writing.

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19.

Management systems have undergone changes ever since the industrial revolution. Alterations were made to account for the changes in context and social environment, but the basic emphasis remained on improving organisational efficiency.

Well addressed the context.

Co-existence of new & old management systems

① Context : The old (classical) system emerged in the backdrop of the industrial mass production era. The new system emerged in the neo-liberal era. ~~Both~~ Both prefers market over the state.

Good understanding you have.

② Principles : Old system focuses on universal principles applicable across sectors, which boosts organizational effectiveness. Although coming from a different perspective of humanistic management (with a base of behavioural psychology), the efficiency is the key factor under consideration.

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- ③ Major functions of management remain the same - leadership, communication, control, co-ordination, motivation etc.

Conflict between new & old systems

- ① View of man : Old system views man as adjunct to the machine - a cog in the wheel, a resource to be manipulated. New system is humanistic and organisation is used to take care of individual's need for growth & development (Organization Development (OD) Model)

- ② Universality of ideas v/s Organisation as social system
old system had a steady ethno-centric bias. The new ideology incorporates 'systems' approach to view the organization as one sub-system in the social environment.

V.
Good
Analysis.

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③ Hierarchy, structure, authority : Old system
prefers rigid, static and stable order through
strict hierarchy and jurisdiction. New systems
are more collaborative, participative and focuses
on delegating authority & responsibility.

Eg:- Bureaucracy v/s Adhocracy (of Warren Bennis)
Traditional Organization v/s Matrix Organization (Argyris)

two
example=

④ Management by exception v/s Management by objectives:

The one best way to complete tasks restricts managers'
work in the old system. The new system places
manager at a crucial position to encourage
participation and collaboration by setting goals and
helping subordinates reach them co-actively.

Although humanistic ideas pervade management
theory in present times, behavioural psychology is
still considered as a conduit for improving efficiency.

conducted
per per
the demand.