

# **G|SCORE**

**An Institute for Civil Services**

---

## **IAS TOPPER'S**

## **TEST COPY**

## **PRIYANKA MONDAL**

**AIR - 802  
(CSE 2022)**

## **PUBLIC ADMINISTRATION**



**8448496262**



**iasscore.in**

(61)

**PUBLIC ADMINISTRATION**

Time Allowed: 3 hr.

Max. Marks: 250

(61)

**Instructions to Candidate***Start*

- There are EIGHT question divided in Two Sections.
- Candidate has to attempt FIVE questions in all.
- Question No. 1 and 5 are compulsory and out of the remaining, three are to be attempted choosing at least one question from each section.
- The number of marks carried by a question/part is indicated against it.
- Answers must be written in the medium authorized in the Admission Certificate which must be stated clearly on the cover of this Question-cum-Answer (QCA) Booklet in the space provided. No marks will be given for answers written in medium other than the authorized one.
- Word limit in questions, wherever specified, should be adhered to.
- Attempts of questions shall be counted in chronological order. Unless struck off, attempt of a question shall be counted even if attempted partly. Any page or portion of the page left blank in the Question-Cum-Answer booklet must be clearly struck off.

→ balance facts with analysis.  
→ use examples & practical inputs  
like Case- Studies.

Name PRIYANKA MONDAL

Mobile No. \_\_\_\_\_

Date \_\_\_\_\_

Signature 10

1. Invigilator's Signature \_\_\_\_\_

2. Invigilator's Signature \_\_\_\_\_

3-7-19

**REMARKS**

**GS SCORE**

## SECTION-A

Attempt all questions:

1. Answer the following questions in about 100 words each: (10 × 5 = 50)
- Morale and Efficiency go hand in hand. Comment.
  - Decisions should be based on facts and not on Ethics. Comment.
  - Cross-Functional problems need Ad-hoc solutions. Discuss.
  - Regulatory Authorities are indispensable in post Liberalisation, Privatisation and Globalisation era. Comment.
  - Field agencies though subordinate to HQ, are essential for efficiency of an organisation in Government function. Why?

→ @ "Morale is a mental construct or attitude of individual willingness and groups which determine their to contribute" → what?)  
Morale is a group phenomenon and is crucial in effective administration of an organisation. It is a collective motivation to pursue the goals of an organisation. — give example

High morale will ensure voluntary cooperation, loyalty, discipline, pride among employees. It reduces the employee dissatisfaction and eventually leads to organisational effectiveness.

High morale in an organisation resembles Theory Y of McGregor whereas low morale that of Theory X, where workers are dissatisfied no voluntary contribution, absentee, conflict, reduced productivity.

$$\begin{array}{l} \text{HM} \longrightarrow \text{HP} \\ \text{LM} \longrightarrow \text{LP} \end{array}$$

HM - High Moral  
 HP - High Productivity  
 LM - Low Moral  
 LP - Low Productivity

Remarks

However, the inverse is also possible. However moral is a vital ingredient for sustainable high productivity.

(b) Decision making refers to an activity that involves a choice of a future course of action from amongst many courses available, in order to serve some goals.

Decision making determines the future course of action and accordingly its future efficiency.

Simon even called organisational functioning synonymous with decision making. It is a very important process in an organisation.

In this context, Simon advocated for a value free science of administration or value free science of decision making. Simon advocates for reduction of role of ethics or values and increase role of facts. He sees values as a cognitive impediment, as a shortcut for analysing, as a substitute for non-availability of information. Thus, Simon advocates using of facts and not values so as to facilitate positivism i.e. objective and rational decision making rather than subjective and irrational decision making.

However, Simon's stand has been criticised by thinkers like, Chris Argyris, who points out that 'value free' decision making is neither possible

Remarks

not desirable.

word

(5)

Human values or ethics cannot be eliminated while decision making, values are essential otherwise it would make the organisation as a machine-model (classical theory), but undoubtedly role of values should not be overemphasizing on facts. In <sup>later</sup> modern development we see bringing back of values like the NPA.

- ④ A cross-functional problem needs proper coordination and cooperation, they are of different nature and vary from time to time. As the situation changes the approach to solution should also change. Thus, a solution to it needs to be ad-hoc and not permanent.

(0)

Remarks

- (d) Regulatory authorities were born in America. They have features like
- ~~Independent~~ <sup>separate</sup> financial arrangement
  - out of rigid hierarchical structure
  - Appointment and Removal of members by President
  - Mostly deal with technical matters
  - Bring in specialists
  - Can bring together different interest groups

2

In Liberalisation, Privatisation and Globalisation era we need less hierarchy, speedy dispute resolution, effective regulation, ensure healthy competition. and thus, the requirements of post LPG era are aligning similar to the feature of Regulatory authorities.

But reforms must be brought into these

analyse better

Remarks

regulatory authorities to ensure transparency and accountability, as Post LPG era the concept of Good Governance has is also dominating which advocates for an accountable, transparent, inclusive system.

② Field agencies are those which are closely connected to the grassroot level for whom the policy is made, they are monitoring the implementation. Field agencies are well aware of the hurdles faced during the project implementation, they can get the feedback from stakeholders. → Structure better. 2

All these inputs can be provided by to the Headquarter by only the field agencies and these are very essential for further process of organisation in government like decision making. → give example  
 For example - An administrator is well aware of the problems for implementation of Swach Bharat Abhiyan like behavioural problem, lack of water, cleaning of toilets. He ~~can~~ informs the ~~political~~ political executive about these and ~~then~~ changes are brought into the it for effective implementation.  
 In these way field agencies are acts as the

Remarks

link, between and are essential for efficiency of policies

*Remarks*

## 3. Answer the following questions:

- (a) Centralisation and Decentralisation, both are essential for administration. Relying on a single concept out of the two for functioning of administration will result in mal-administration. Discuss. (250 Words) (25)
- (b) Motivation is a function of needs, motives and desire. In this light examine the theories given by Maslow and Herzberg. Though similar in nature both have slight variations. Elaborate. (250 Words) (25)

① Centralisation that is concentrating the whole power and discretion in the top order of hierarchy, has been proposed by classical thinkers like Taylor, Fayol, Gullick and Urwick, for organisation effectiveness.

Whereas, decentralisation that is distribution of power ~~among~~ throughout the hierarchy has been proposed by behavioural thinkers like Barnard, even by H.P. Follett.

Centralisation works efficiently in Theory X of McGregor where workers are immature and they need to be guided, closely monitored whereas decentralisation works best in case where workers are mature, responsible and self-regulated (Theory Y). In an organisation there must be a right mixture of both otherwise it may lead to ~~over~~ maladministration. <sup>gives 2 merits & demerits of both.</sup>

Centralisation must be exercised in case of security, secret missions, whereas decentralisation must be exercised in case of all other functions like power of taxation.

In case of state's security the ~~loss~~ information are crucial and will cause more harm if they are shared.

Remarks

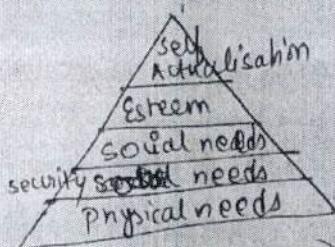
Conclude better. How a ~~combo~~ of both needed

~~cohered as if taxation power are decentralised it will lead to better tax collection and will increase the revenue of state. In similar way if implementation of projects are decentralised it will lead to better project monitoring and better results.~~

~~Relying on just a single concept will cause more harm to the administration functioning. Centralisation will create distrust and poor public policy implementation. And just decentralisation may be a threat to country's sovereignty.~~

So, an administration must rightly adopt such a policy where there is both centralisation and decentralisation.

⑤ Motivation is what ~~an~~ tries to align the ~~an~~ need to fulfil the need of an individual so that he contributes towards the organisational goals.



Maslow's Need Hierarchy

~~More analysis needed  
Present in a better form~~

6

Similar way Herzberg concluded there are two basic sets of human needs - Hygiene Factors like remuneration, working condition, status, security and Motivation factors like feeling of achievement, recognition.

Remarks

Similarities between both theories -

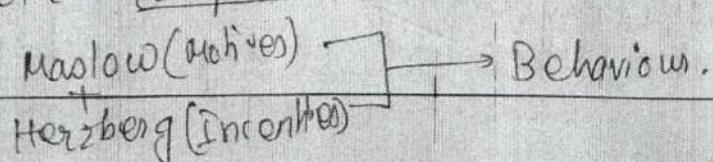
- Herzberg's hygiene factors are actually combination of Maslow's physiological, Security and Social needs and Motivational factors are combination of Maslow's self esteem and self actualisation.
- Both are behavioural thinkers and explained how cognitive process of human motivation and its impact on human behaviour.

However, the two theories are not entirely similar.

- Maslow gave a single continuum for motivation whereas Herzberg theory proposes two parallel or independent continuum - one for context another content
- In Maslow's theory physiological needs can also be of high potency whereas Herzberg theory physiological need are by default of low potency and only job content is actual motivator.
- Maslow's theory has wider applicability like all kind of organisation, all countries. But Herzberg's theory only to white collared employees and mainly part industrial organisation driven by services and information like IT, software, media.

However, if seen as a whole Maslow provide insight into needs or motives and Herzberg into goals and incentives that tend to satisfy need. So they both complement each other and are not contradictory.

Remarks



## 4. Answer the following questions:

(a) Line and Staff should work on cross-operational basis and not on cross-purposes.  
Discuss. (200 Words) (20)

(b) Communication is omnipresent (in different forms). Without it there is no Organisation. Elaborate. (250 Words) (30)

① The concept of line and staff was given by Gulick and Urwick who tried to create a hybrid structure by combining merits of Taylor's functional foremanship and Fayol's unity of command. A line is a normal executive post whereas the staff is the specialist who give expert advice to the line.

~~Bas~~ The post of Economic Advisor in case of India giving advice to the PMO is an example of Line and staff system.

Line and staff system aims to achieve a particular function and therefore they should not work on crosspurpose otherwise it will be a complete failure. A (specialist) staff ~~will~~ ~~do~~ in Economics can give advice with respect to economic problem, his suggestion regarding social or political problem may not be as effective as his economic advice.

Line and Staff system is efficient in cross operational basis. and for a common purpose.

Incomplete

2

Remarks

(b) An effective communication is an essential requirement of any organisation.

The importance of communication has been emphasised from the classical theorist to the modern thinkers.

Fayol's scalar chain and Gangplank, Barnard's equates communication with authority, Simon's free flow (informal communication) reflects the importance of communication to achieve organisational efficiency and increase productivity. A administrative system will become dysfunctional without an efficient communication system.

Communication is present in different form in an organisation like - → better structure

- Formal communication - between top ~~officials~~ superiors and juniors.
- Informal communication between colleagues
- Two-way communication - Order from superiors and report from juniors
- Verbal or written
- Horizontal communication or ~~verse~~ upward communication

It is only through communication that the functions of planning, organising, controlling are accomplished. without communication an organisation will come to a standstill. Communication is present in every level of organisation. Without it no orders can be passed, no reports for decision making will be

Remarks

- Barriers to communication
- Kinds of organisation where each kind of commfit

available to the manager, there will be no coordination among two department and ~~thus~~ ultimately organisation will suffer.

Communication has become ~~life and breath~~ of an organisation. And with emergence of electronic communication, several barriers have been removed in communication process and it is becoming more efficient and ultimately leading to organisational growth.

Remarks

## SECTION-B

Attempt all questions:

5. Comment on the following into 100 words:  $(10 \times 5 = 50)$

- McGregor outlines black-white orientation of what drives motivation in an organisation. Comment.
- Managerial Grid failed to provide any conclusive and tangible outcomes. Comment.
- Leadership varies as per situation. Comment.
- Boards and Commissions are varied in nature and efficacy. Comment.
- Suggest measures to make Headquarters and Field agencies more robust for implementation of public policy.

① McGregor gave Theory X and Theory Y of motivation.

Theory X: Assumptions about individuals

- \* Humans do not like to work
- \* They are irrational
- \* Unambitious and dull
- \* Selfish

In such type of organisation - close supervision, differential piece wage plan, carrot and stick policy is to be followed.

Theory Y: Assumptions about individuals -

- \* like to work
- \* self controlled
- \* like challenges
- \* committed towards organisation goals

style of management needs to be participative, decentralisation, consultation.

It is evident from both the theories that Theory X is extreme opposite of Theory Y.

Theory X motivation is through economic incentives whereas Theory Y through greater recognition, responsibility.

'Carrot and stick' policy to be followed in Theory X and Theory Y it is participative management.

Gregor paints a black-white picture of an organisation

Remarks

But it is not always black-white ~~it~~ might also be a mixture of both. Even in a Theory Y kind of organisation one's needs strict ~~and~~ supervision, also economic incentive must be given. McGregor's theory is further taken forward by William Ouchi's Theory Z.

⑥ Managerial Grid model takes two dimension - 'concern for people' and concern for production and gives five types of leadership model. However, it fails to provide any new information. It rather provides a framework of different leadership style. It clubs all style of leadership into a single grid.

Moreover, it fails to provide any conclusion which is the best form of leadership which leadership needs to be adopted in what situation.

All these informations are missing from the grid. But the grid effectively clubs up all the leadership style into a single pattern, provides a comprehensive knowledge about leadership style.

Merton & Blake & Mouton

- draw figure  
- Explain co-ordinates  
good)

Remarks

*Tannenbaum & Shaub*

⑥ The idea of situational leadership was first mooted by Mary Parker Follett. She talked about 'leadership by situation' and argued that a good leader is one who can see the totality of the situation. Hence, emphasising the role of environmental situation in determining a leadership style.

A leader needs to be adaptive and flexible. He must be able to handle changing situation and adopt leadership accordingly.

*Analysis*  
*extra*

When workers are immature as that of theory X a leader needs to be strict and give directions. Whereas when workers gradually become self regulation like Theory Y, the leader must allow decentralisation. (2)

In this way with changing condition leadership style change and no one leadership style is the best, with ecological change leadership also changes.

- ⑦ Board system of an organisation is of three kinds -
- when the Board is head of the Department.  
e.g. Railway Board, Central Board of Direct Taxes. (2)
  - Second type of Board is Advisory Board attached to head of the department and renders him advice.
  - Third type is mixture of both - may be a departmental board but lower down in hierarchy and not at the headquarter.
    - constitutional
    - statutory
    - executive

Remarks

~~Similarly, commissions can be created - by Constitution like Finance Commission, Election Commission.~~

- by Acts of Parliament - UGC
- by resolution of government.

So, Boards and Commission vary in their structure

~~They also vary in efficacy and sometimes fail to show desired result due to delay in action, confusion of responsibility, their suggestions recommendation to government.~~

In case of India, Finance Commission, UGC have been very effective and however, government is planning to replace UGC.

(e) Coordination and collaboration of Headquarters and field agencies is very crucial for effective implementation of public policies.

Measures for robust implementation of public policy-

- Effective communication - Two way communication to be encouraged, clear guidelines and also earmarking the extent of field officers discretion.
- In formulation of policies and programmes field agencies must be associated.
- Direct interaction between headquarter and field agencies rather than just written communication.
- Timely reporting and audit.
- Inspection must just not be fault finding but also live example

Remarks

must provide necessary support and guidance for improving performance. The field offices must also be appreciated for good work.

- Need for decentralisation.

- Good Bureaucratic rigid hierarchy must be avoided and Fayol's "Gang plank" concept can be brought in for horizontal communication, it saves time and provides effective coordination.

An effective coordination between headquarter and field agency is important to ensure the public policy produce desired result.

Remarks

## 7. Answer the following questions:

(a) Department and Departmentalisation are key to organizational structure. Discuss.  
(200 Words) (20)

(b) Type of organisation/situation determines leadership style. Discuss (Robert House)  
(250 Words) (30)

① According to Willoughby Government operations may be organised in accordance with two principles one of this is departmentalisation. In this system related activities operating in the same general field are grouped together into a single line agency known as Department.

7

why departmentalisation needed -

- Government operations deals with many things so a proper classification of related activities is essential otherwise it may lead to chaos

- With limited number of departments it becomes easy to coordinate and integrate among each activities rather than coordination among individuals

- Overlapping and duplication of functions can be avoided

- Elaborate note

In most of the countries government has adopted departmentalisation like India, UK. However, another type of system exists especially prevalent in USA - disintegrated system where there are independent Regulatory Commissions

Remarks

In this each agency is an independent unit. These agencies works independently, has their own finance and are free from govt frequent government interference. However, this system is not feasible in Cabinet form of government. They work efficiently in a inter-state activities in federal system, technical services.

A <sup>right</sup> mixture of: An appropriate mixture of both should be adopted for organisational success.

(b) Robert House gave the Path Goal Model where he argues that to be an effective leader one must recognise the goals of his followers and show them the path to achieve them successfully.

Accordingly, he visualises four situational styles, as different subordinates feels different obstacles and need different type of support from the leader, from time to time.

1. Directive leader - for technical support
2. Supportive leader - for friendly emotional support
3. Participative - for psychological support
4. Achievement oriented leader, providing inspirational support to self directed, self motivated subordinates.

House assumes that leaders are flexible and the same leader can display any or all of the behaviours depending on the situation. He

Remarks

emphasises on situational control over leadership and not personal behavioural control.

~~Directive leadership leads to greater satisfaction when tasks are ambiguous than when they are highly supportive leadership results in high employee performance and satisfaction when employees are performing structured tasks. Employees with self-control will look forward for a participative leadership style.~~

So, the situation or organisation type determines leadership style.

7

Give more detail  
Example.

Remarks