

GSSCORE

An Institute for Civil Services

IAS TOPPER'S

TEST COPY

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AIR - 802

(CSE 2022)

PUBLIC ADMINISTRATION

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GS SCORE

Public Administration Test Series 2019
TEST - 08 Model (Paper)

93

PUBLIC ADMINISTRATION

Max. Marks: 250

Time Allowed: 3 hr.

Instructions to Candidate

- 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.

1. Invigilator's Signature _____

2. Invigilator's Signature _____

Name Priyanka Mondal

Mobile No. _____

Date _____

Signature _____

REMARKS

GS SCORE

① (a) Com. Popularity & controversy has become two sides of Taylorism. Comment.

→ Taylor gave the Scientific Management theory which brought about a revolution. At the same time controversy.

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Popularity	Controversy
<p># Brought a revolution, a Scientific movement took place</p> <p># Adopted in many countries not just in USA but in Russia as well with a modification.</p> <p># Taylorism was born in a management organisation but it soon spread to all other organisations - whether manufacturing, non private, public.</p> <p># Enquiry committee were set up like Croick Committee in UK, Fulton Committee in UK, APC in India to analyse applicability of ^{scientific} principles.</p>	<p># Taylor was against unionism, and was was thought to be harsh on workers. And so Taylor was branded as an agent of capitalist. by And US government was forced to set up an enquiry committee against Taylor.</p> <p># Taylor too was criticised by behavioural thinkers for treating human as cogs, a machine model with no space for human relations.</p>

Remarks

In India, O & M units were set up based on Taylor's Scientific research units.

Scientific Management Theory is still relevant and present in form of Neo-Taylorism.

Reinventing & Reengineering model again replicate Taylor's idea of efficiency, outcome orientation.

Managers who till now followed 'rule of thumb' were also dissatisfied with Taylorism.

Despite the controversies, Taylorism has proved its relevance in modern time and is present in form of Neo-Taylorism.

⑥ Wilson's work was seminal in the growth of the discipline of Pub Ad. Comment.

→ Wilson is known as 'Father of Public Administration'. He was the first to call for a separate discipline of public Administration.

Wilson's work

* Public Administration as a separate discipline from Political Science

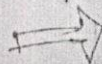


Applicability in Public Administration

In paradigm VI of Nicholas Henry, public administration as a separate discipline has gained recognition.

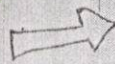
Word ⑥

* Dichotomy - ~~there~~ of Administration and Political Science.



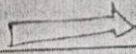
Traditional Theories carried on studies on dichotomy. Although ~~never~~ water-tight separation rejected now still a separation of functions exist.

* Crosscultural studies



Later on developed further by Riggs, Fredel Healdy in form of comparative Public Administration.

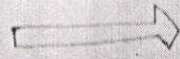
* Importance of Training



T- training, 1

Remarks

Science of Administration



classical thinkers tried to develop Science of Administration

Administration as business like

NPM, PCA, globalisation

Wilson's suggestion led to considerable research on the discipline and his work enriched the discipline of public administration.

Remarks

② Morale is a double edged sword. It can raise organisational effectiveness or decrease it. Explain

→ "Morale is described as a capacity of a group to pull together consistently and persistently towards the pursuit of common purpose of entire group." (LEIGHTON)

Morale is a group phenomenon.

High Morale increases efficiency by -

- ↳ creating enthusiasm to achieve goals
- ↳ Preference to organisation goals and aligning personal goals accordingly
- ↳ Increases contribution by workers towards organisational goals

(5)

At the same time low morale can decrease organisational efficiency as -

- ↳ Low morale leads to decreased contribution from workers

Remarks

↳ More Reduced preference for organisational goals

↳ Guided by self interest and not for organisational interest.

It leads to conflicts and reduces organisational efficiency.

So, morale is a double-edged sword a manager or leader must know how to use morale in achieving desired organisational goals.

① Systems approach explains the interplay of admin. phenomenon. Comment.

→ Systems approach views an system by breaking it into subparts. These various subparts coordinate and contribute towards the greater goal.

sure analysis & theoretical co-rel is needed

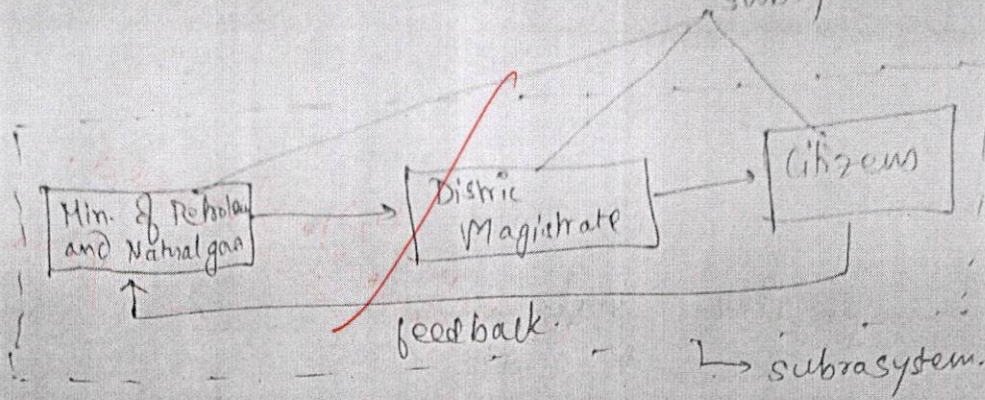
Good effort 4/5

System approach explains the interplay of administrative phenomenon. Administration is complex process and it has been divided into many parts, sub parts which works as a subsystem contributing to the greater system of good governance.

For example - ~~Source Bharat~~ Pradhan Mantri Ujjawala Yojana.

- Prime Minister declared the scheme.
- Ministry of ~~Health and Family Welfare~~ Petroleum and Natural gas ~~shadout~~ the details
- District Magistrate identifies the beneficiaries
- the beneficiaries gives feedback to ~~to~~ about the grievances.

All these act as a subsystem.



© 'The civil society has many faces'. Explain.

→ Civil Society organisation is a human collective formed by citizens. It may may be an NGO, corporate group like: FIICI, religious organisation, etc.

Civil Society has many role —

↳ Watchdog - of policies and government functioning
 eg - government withdrew Social Network monitoring bill after protest. **4/12**

↳ Voice their grievances - and asks government to frame Policy accordingly
 eg - MKSS protest led to ^{formulation} formation of RTI Act.

↳ Acts as a Pressure group eg -

↳ Coordinating with government for Public Service delivery - NGOs like Akshay Patra foundation giving midday meal

↳ Voice of minority and tribals.

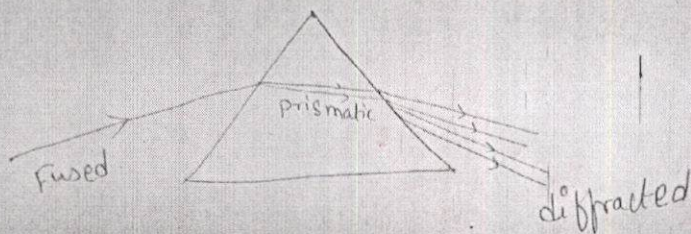
↳ Helps government in taking right decision - NGO Pratham's, ASER Survey helped government to

reorient education policies: from rote
Civil Society in modern governance scenario
has emerged as an important stakeholder
in Good Governance. However, sometimes their
demands turn violent aggressive and become
violent disrupting public life like Yellow
Vest protest.

~~It is~~

② Riggsian analysis of prismatic model is not only relevant for developing societies but also for developed ones. Analyse.

→ Riggs studied the 'cultural' nature of public administration and gave prismatic model.



6

Features

Fused	Prismatic	Diffracted
<ul style="list-style-type: none"> • Society - traditional • Bureaucracy under influence of elite • Particularism • functional diffusion 	<ul style="list-style-type: none"> • Society moving towards modern but still retain character of traditional society • Bureaucracy - im based guided by both facts and values. • Selectivism • Polyfunctional 	<ul style="list-style-type: none"> • Society - Modern • Bureaucracy - legal-rational, impartial, fact-rational, fact-based (ideal WEBERIAN TYPE) • Universalism • functional specificity

Mostly Riggs ~~was~~ viewed developing countries as prismatic and developed as diffracted.

Remarks

Relevance of Riggian model

In developing society

- * get to know what characteristics is present in the society and what is desirable for what is final goal

*Not contextual analysis
Better
Theoretical
Needs*

- * Can identify reform areas and undergo reforms, can adopt best practices from diffracted societies

- * Helps to mould any diffracted character according to local needs.

Developed Society

- * Helps to identify if any prismatic features is present in the society. A diffracted society also has certain prismatic features.

- * It need not be all prismatic characters are necessarily bad and can adopt any such character if needed

eg - Making bureaucracy proactive, towards the need of minorities and Need not follow western impersonal character

Riggs' model provides an insight into different societies although not error free the model helped to understand the need of cross-cultural nature of administration.

⑥ Delivery of Policy is the cornerstone of Policy Analysis. Discuss.

→ Policy Analysis is a post facto exercise. It determines how the policy has been effective, how will... be the future course of action.

Delivery of public policy is the effective implementation of policy.

A public policy may be well formulated, is good in objectives, but if it is not effectively implemented it is a failed policy. So, Delivery of Policy is the cornerstone of Policy Analysis.

For example - Namami Gange project was launched to clean Ganga. It is excellent in its aim and objectives.

However, for various reasons like lack of coordination among ministries, lack of effective public awareness and detached from grassroot level.

The policy has not been so much effective and ~~yet failed to~~ not achieved its aim.

Remarks

Whereas, another scheme, SWACHH BHARAT MISSION has brought a phenomenal success.

Use of Not only toilets have been built there use has also increased. Many states has also achieved Open defecation free status.

It was possible only due to effective delivery of policy - committed bureaucracy towards building toilets, awareness generation, Jan Andolan.

~~too generic~~ *Link bet deliv & analys better*

So, it can be said, delivery of policy is the cornerstone of Policy Analysis.

Lack structure:

(4)

Q. Advent of e-governance has altered the role of public representatives. Comment

→ e-governance is the use of ICT by government to improve efficiency and effectiveness of Public Service Delivery and promote democracy, transparency.

The advent of e-governance has altered the role of public representatives in following way -

Face-to-face interactions between political executive and field level agencies.
eg - PRAGATI

Realtime monitoring of programme by public representatives - through PRAGATI,

Direct connection of citizens to public representatives through Social Media, even grievance redressal portals, Didi Ko Bolo App.

Greater transparency into working

Feedback from beneficiaries about schemes. - Prime Minister directly interacted with beneficiaries of ~~PMU~~ PM Ujjwala Yojana and asked about suggestions.

Robust ~~and~~ feedback and suggestions and making democracy more participative -

are only needed

6

e-governance has transformed the scenario of traditional governance. It has ~~made governance~~ lead to "Minimum Government and maximum governance".

③ (a) The conceptual division between admin & constitution law is quite porous, and that along many dimensions, admin law can be considered more constitutional in character than constitutional law itself. How would you justify the statement?

→ Administrative law is the laws that deal with the study of administrative rules, regulation, power, ~~and~~ evaluates performance accordingly of executive.

Constitutional law defines power, objectives, aims of different wings of government. It can also help in ~~an~~ evaluation of performance.

Administrative law is sometimes addressed by scholars as a subset of constitutional law. And hence, the division between both is quite porous.

Administrative law and constitutional law boundary porous —

* Administrative law is itself derived from constitutional law.

• Indian constitution is huge and contains many provisions which are also included in administrative law.

* Administrative law align itself to constitutional law and looks after that constitutional law is not violated.

Better structure
2 analysis would

6

Some administrative laws are more constitutional than constitutional law itself.

* Some time constitutional law may have several discretion and vaguely defined.

May have several interpretation.

for eg - Right to life and Personal Liberty (Art 21) in Indian Constitution.

However, administrative laws are comprehensive and most of time defined.

* Administrative Law is simple, less time consuming in adjudication, and less costly. Whereas it is not so in case of Constitutional Law.

However, Constitutional Law is the supreme rule of the land and administrative law must act as complementary.

(b) Follet was an Idealist. Critically Analyse.

→ Follet has been criticised by scholars for being more idealist and less practical.

Follet's idealism

Better structure
Follet-ideal + utopian
utopian → an idealist
Canderson

6

For

* Ideas like everyone's satisfaction is not easy to achieve.

* Follet advocated for self control. However, all workers may not be enough mature and they managers need to follow theory X type of managerial style than theory Y type.

* Follet's idea of auto-delegation is again utopian. As managers may not be so willing to delegate responsibility themselves.

Against

* Follet is a futuristic thinker. She can't be just termed as idealist as her ideas were ahead of time (she belonged to classical era).

* Follet idea of everyone's satisfaction is desirable goal and every organisation attempts to achieve it. Even Motivational thinkers like Maslow advocates for it.

* Autodelegation is taking place in modern era due to complexity of work. eg - delegation of legislative work to executive.

Remarks eg - Even After 73rd Amendment, very less real devolution of power took place.

Follet although an idealist, her views
are relevant even in modern scenario.

Public Policy should be a system synthesis of Rationalism and Incrementalism. Analyze.

→ Rationalism speaks about rational policy making which is guided by information and not by ~~value~~ elitist group. ~~is~~ like SIMON'S BOUNDED RATIONALITY.

Incrementalist model says that change needs to be brought through gradual steps rather than one big reform only then policy ~~Aug, analyze more how synthesize benefits~~ (6)

Public Policy should be a synthesis of Rationalism and Incrementalism, as —

→ Rationalism provides information for correct decision making

→ Incrementalism provides effective assessment of each steps. ~~use of both~~ ~~ve of both~~ → how can both benefit.

For example - The aim to make India clean
Government took a rationalist approach by
assessing data and took step towards
Swachh Bharat Mission.

Step 1: Stopping Open defecation

Data - ~80% household build toilet and use

Step 2: Ministry of Urban Affairs moving
towards ODF+, i.e. to stop open
urination.

Step 3: Towards ODF++ sewage treatment

The public policy for clean India represent
a mixture of rationalist and incrementalist
approach

5a) Weber's 'Iron cage Rationality' is manifested in e-governance. Comment.

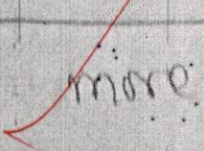
→ Weber's 'Iron cage Rationality' proposes that a bureaucrat needs to be impartial, neutral, honest, rational, scientific, display integrity in action.

E-governance employs technology for delivery of goods and services and makes government efficient thereby increasing transparency and accountability.

As technology is impartial, impersonal, follow a set of rules, it corresponds to Weber's 'Iron cage Rationality'.

However, the human factor still exists in e-governance as technology is operated by humans, so there is scope of flexibility.

But use of e-governance has definitely reduced use of discretion, corruption and maladministration.

the system  more transparent and rational.

⑥ Public Interest cannot be the sole criteria to evaluate public policy. Disum.

Public Policy is what government chooses to do or not to do from alternatives with aim of public goal.

Public policy is assessed or evaluated by how public interest has been served.

Utilitarian approach of Jeremy Bentham and J.S. Mill highlights that public policy is successful if all are happy.

However, it is not the sole criteria of evaluation —

Environmental dimension — Certain public policy can benefit public interest but harm environment

eg - Proposal of Kerala Government to construct road from Bandipur National Park —

- Will reduce distance and
- But harm wildlife and lead to deforestation.

Feasibility and Practicality of Policy
also is a criteria for assessment
eg - Demonitisation.

whether constitutional laws are adhered
to or not.

~~Base~~ Not just public interest there are
several criteria which judge a policy as
successful.

① "Organisation is a set of activities" comment (Barnard)

→ Through these statement Barnard focuses on the fact that an organisation is a cooperative social system which consist of formal as well as informal organisations.

An organisation is a set of activities it includes decision making, communication, willingness to contribute, workers' satisfaction, etc. marketing, managerial function etc.

It is not repitive and monotonous as suggested by classical thinkers, Taylor, Fayol. Rather it involves interpersonal new challenges, relations, new opportunities.

Barnard through his statement try to counter the traditional idea about an organisation.

Remarks

Although, during Barnard's time the role of environment was yet to be explored. But the statement of Barnard fits well in modern scenario also.

~~The~~ In a dynamic environment, the organisation as a set of activities, has enlarged. New activities like robust feedback mechanism, change with environment reforms has been further added.

So, organisation is not a single set of activity but a set of plural activities.

② Globalisation has brought with itself the "corporate state" and has replaced the traditional "welfare state". Analyse.

→ Globalisation means gradual interconnection across the world in multiple dimensions - political, social, cultural, economical, etc.

The Globalisation has brought along with itself the "corporate state" - where the states function is steering rather than serving.

Last
struc &
analysis

3 1/2

It has replaced the traditional "welfare state" - where the state's function is serving.

In an welfare state, the state has the sole authority of public service delivery.

But with coming of Globalisation, the concept of Institutional Pluralism (Public Choice Theory)

came in. Functions were outsourced and space made for private sector. Government tried to make PSU profit seeking.

eg - India pre liberalisation manufactured watches - HMTL

Now the sector has liberalised.
eg - Introduction of Maharashtra - giving autonomy.

However, the welfare activity of government has not been abandoned. Again private sector will serve only those who can pay. and sectors that are profitable.

Government still carries on welfare activity and just not deliver service for profit motive like education.

Marx viewed the bureaucracy as a reflection of the nature of state. Comment.

→ According to Marx, the society is divided into ~~two~~ dominant class and labour class.

He believed that state is controlled by the elite and same goes for bureaucracy. Bureaucracy was created by the elite to serve their purpose.

How much useful Bureaucracy is to serve the dominant class and not labour class. 3/1

In Industrialised state, the role of bureaucracy is strong where it serves the classes.

whereas in a socialist system the importance of bureaucracy is reduced.

So, bureaucracy reflects the nature of state.

6a Politics and Political Process always makes the background for budgetary process. Analyse

→ Budgetary process is for charting out country's expenditure and income. However, it has significant influence from politics and political process.

Budget acts as fulfilment of election manifesto

Budget used to reflect priorities of government - A Republican government may encourage more privatisation and reduce subsidy whereas a Democrat government more subsidy and less autonomy to private players.

Budget used by outgoing government to gather public support - UPA-2 government in 2013 announcing NFSA, NDA government announcing schemes like PM Kisan Saman Yojana in interim budget.

It also serves as a platform to assess government promises.

Budget as a medium for realising political party's programmes

Budget is also used for populism.

~~AO Budget is~~

More analysis needed

A budget is not free from political process and political makes the background of budgetary process.

5

⑥ "Balance" b/w the state and market is the key to effective administration.

→ With concept like NPM, Public choice approach, Globalisation. Market has assumed an important role.

The role of state has also changed. It has functions like regulating, other than public service delivery.

The "balance" between state and market is key to effective administration as —

Market is essential for economy. State should provide enough space for private players.

State should support market and not abruptly change policies which affects market sentiments.

Eg - FDI tax in Budget 2019-20 caused decrease in FDI. So government removed it to boost FDI.

State should maintain competition and ~~not~~ favour since prevent unfair practices.

State's suitable effective responsibility in to develop environment for market like manpower.
logistic, skilled

State's role should be to maintain a balance and prevent excessive regulations.
Its role is to be an enabler and regulator.

4/12

① Heady's analysis of CPA is a rationalisation of multiple States. Discun.

- Perot Heady gave 10 fold classification. Some of them are -
- ① clanial Administration - Germany and France - political ^{discipline}
 - ② Civic Culture - UK, US - operate with political ^{discipline}
 - ③ Modernising - Japan
 - ④ Communist - Soviet - highly centralised
 - ⑤ Autocratic - Saudi Arabia - hereditary
 - ⑥ Bureaucratic elite system - Myanmar - Military ^{bureaucracy}
 - ⑦ Patarchal competitive - Sri Lanka
 - ⑧ Dominant party semi competition system - India
 - ⑨ Dominant Party: mobilisation system - Egypt
 - ⑩ Communist Traditional system - North Korea

Through the classification is tries to bring out multiple administrative system that exist in the world.

Heady analyses of Comparative Public Administration attempts to group different states

according to their feature of society.
Riggs' model was too comprehensive.
But Heady's model tries to
rationally group multiple states
and study their feature accordingly.