PUBLIC ADMINISTRATION

Time Allowed: 3 hrs.   *Max. Marks: 250*

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.

Name YASHWANT MEENA

Mobile No._____

1. Invigilator's Signature _____

2. Invigilator's Signature _____

Date 28/8/19

Signature _____

REMARKS

SECTION-A

1. Comment on the following into 150 words: (10 × 5 = 50)

(a) "The field of Public Administration is a field of business". (Woodrow Wilson) Comment.

(b) "Conflict is the appearance of differences - differences of opinions and interests" - (Follet). Comment.

(c) New Public Administration has neither been the saviour its enthusiasts promised, nor the devil its critics worried it would be. Discuss.

(d) The charismatic approach of the mid-1970s is a "new version" of the classical Trait Theory of Leadership. Do you agree? Give reasons.

(e) Warren Bennis puts leaders at a higher pedestal than managers. Do you agree with his approach? Comment.

a) The values of efficiency and economy in PA are adopted from field of business.

Right from beginning, Woodrow Wilson wanted administration to be more business like, because to overcome the then problems of USA administration, emphasis on efficiency, economy, promptness, value for money, etc. was necessary.

5½

PA performs many activities like that of business like Technical, production, accounting, auditing, etc. as noted by Fayol, and

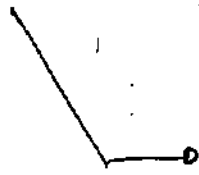Remarks

Thus, it is a field of business.

However, Wilson was cautious in this remark and also observed it is __not__ business __itself__. i.e., PA is more heterogeneous, more organic, and welfare seeking unlike profit-seeking business enterprises.

NPM paradigm finally adopted business principles of managerial __autonomy__, decentralization, etc - to make PA efficient like business.

b) Follett believed that __conflicts__ are __inevitable__ in an organisation, given two distinct parties i.e., __managers__ of __workers__.

Difference of opinions → Managers view workers as lazy, responsibility avoider, like to be controlled (McGregor Theory X)

Workers on other hand, view managers as authoritarian and _exploitative_

(3)

Difference of interests

Answer w.r.t. concept of guy

Managers want maximisation of profit & wealth by cutting on cost of production

Workers seek increase in wages, supportive bosses, worker-friendly policy & work environment.

Thus, making conflict nearly permanent.

However, Taylor's ideas of _mental revolution_, and later improvement in _employer-employee relations_ with behavioural approach of participation management, Theory _Y_ & _Z_ reduced these differences & brought cooperation.

c) NPA was the first effort to revitalise the field of PA.

NPA with its goals of change, equity, values and relevance sought to answer all the issues of contemporary USA administration.

However in reality, it soon faded critical & important way

③1½

out with emergence of PCA, Reganism, Thatcherism, new rightist philosophy of 1970s & 80s. These ideologies shifted focus back to market from public as suggested by NPA.

NPA was criticised for dilution of efficiency in administration, but shifting its philosophical base to politics. It was argued the PA would be lose its base identity to political science.
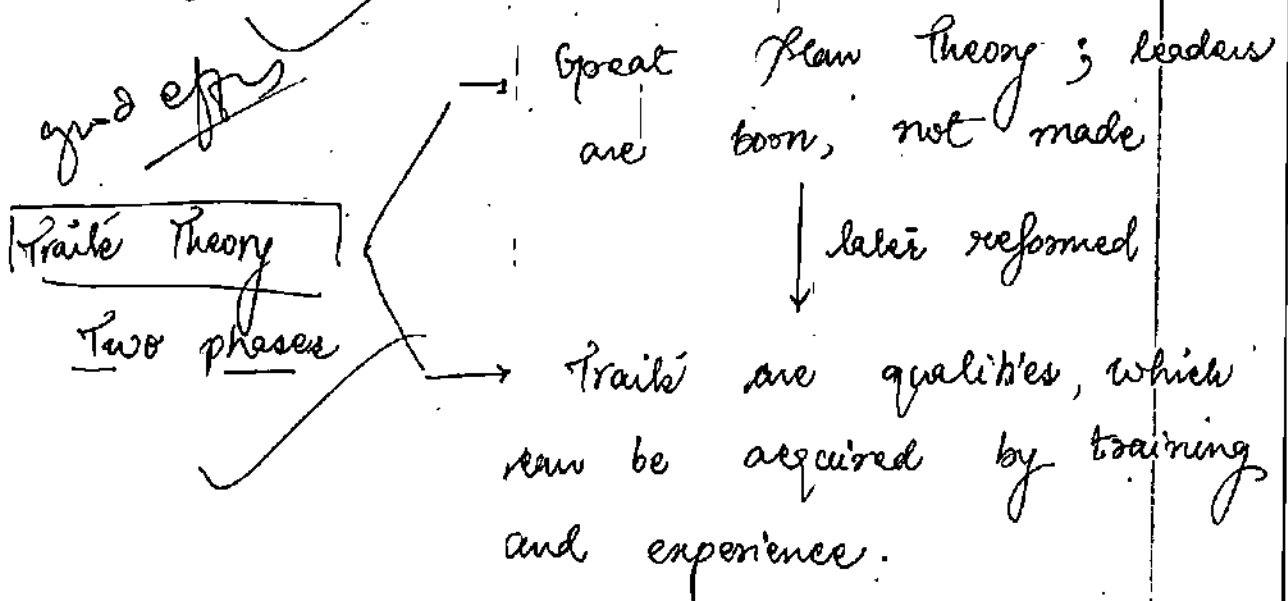
However, in the paradigm following NPA, finally the scope of PA widened to embrace good governance.

Thus, NPA was neither a bane nor boon, but it surely guided PA towards clients and society. *answer as per context*

d) Leadership is a key behavioural component in organisational theory.

Traits theory believes that organisational leadership is a function of certain traits like knowledge, communication skills, persuasion power, far sightedness, etc

aynd eff

Traits Theory

Two phases

⑤

Great Man Theory; leaders are boon, not made

| later reformed

→ Traits are qualities, which can be acquired by training and experience.

The charismatic theory of 1970s believes that leaders have a _distinct_ charm and _charisma_, which makes the followers to follow them.

Since, charismatic theory emphasize on _inherent_ _charisma_, it can be seen a _revival_ of initial phase of great _men_ _theory_, which also said leaders are born as leaders.

However, with respect to contemporary view of traits theory, the charismatic theory is not a revival given that such charisma is acquired -

e) Leaders can take the organisation to its _right place_, but fully utilizing its potential.

Warren Bennis was of the view that managers _only_ have _management_ function of _POSD CORB_ to perform. It involves utilization of inputs in an efficient manner to generate results. (Analyze more)

However leaders have both _management_ functions and _persuasion_ function. While managers could only use internal tools of control like _incentive / punishment_ to achieve results. Leaders, largely rely on external tools to motivate employees towards organisational goals.

Thus, leaders were placed at higher pedestal, when compared to managers.

Remarks

2. Answer the following questions:

(a) The criticisms stating Fayol's principles as 'cold-blooded engineering' with no regard for human element seem selective and exaggerated. Critically Comment.

(250 Words) (20)

(b) New Public Management and Good Governance are two theoretical perspectives of the same existential concept, but·one has·a larger·and a·much wider practical scope than the other. Explain. (150 Words) (15)

(c) To talk about the regulatory framework is to talk about governance. Analyse the statement in the context of public-private partnerships and, identify the elements of regulation. · (150 Words) (15)

a) Fayol started the management process school, based on his experience and observations at a mining firm in France.

He gave the classical theory of management, which is universalistic in nature, and focuses on structure of organisation, and functions of management. His ideas could be summed up as:

Six Common activities
1. Technical
2. Commercial
3. production
4. Accounting
5. Security
6. management

→ 5 : functions
1. Planning
2. organising
3. Commanding
4. Coordinating
5. Controlling

follow principles
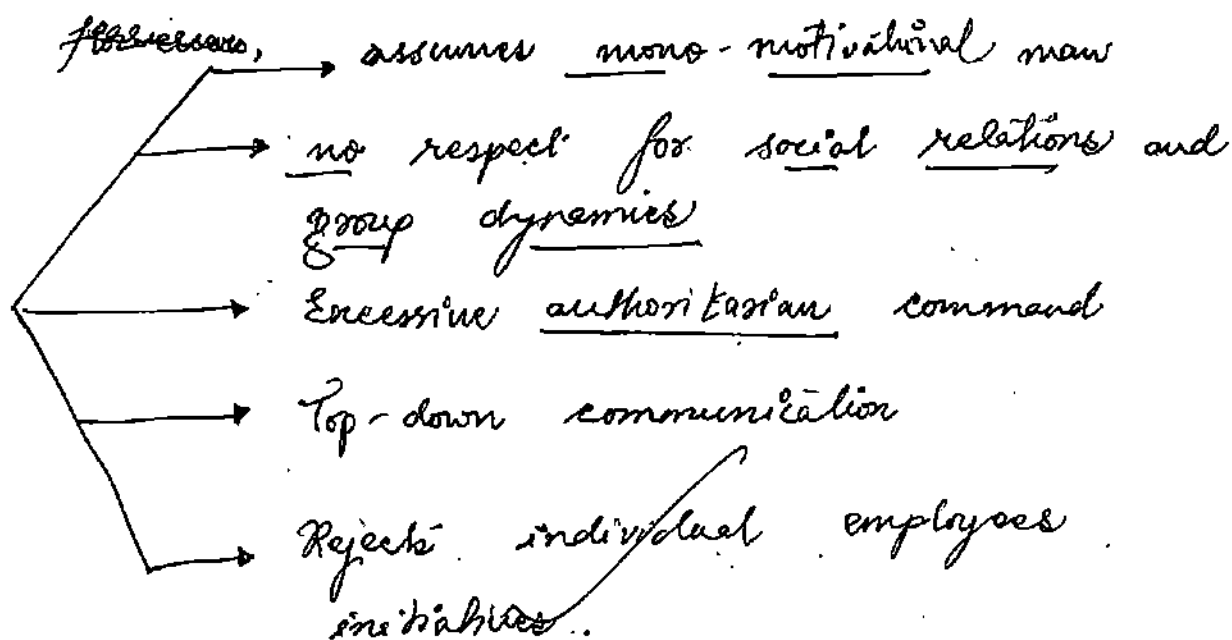to efficiently perform these functions

Good

⑨

14 principles
like
1. Division of work
2. Unity of Command
3. Scalar chain
4. Authority of responsibility
etc.

Remarks

Scholar like Barnard, Simon, Mayo have criticised these principles as highly technical and mechanistic which treat humans as cogs of machines, because

Flaws → assumes mono-motivational man
→ no respect for social relations and group dynamics
→ Excessive authoritarian command
→ Top-down communication
→ Rejects individual employees initiatives..

However, such a criticism would be selective and exaggerated as :

1) The content of Fayol's work was to deal with low productivity and wastages.

2) Human socio-psychological needs was not a concern then, as employees had poor economic opportunities

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Remarks

Moreover, Fayol has also given some human aspect related ideas as well. e.g security of job and pay, team building (espirit de corps), gang plank (horizontal communication), Unity of direction - to reduce confusion & pressure of subordinates, etc.

Fayol's ideas were later balanced by human relations & behavioural approach, and eventually made his ideas more relevant to contemporary organisations

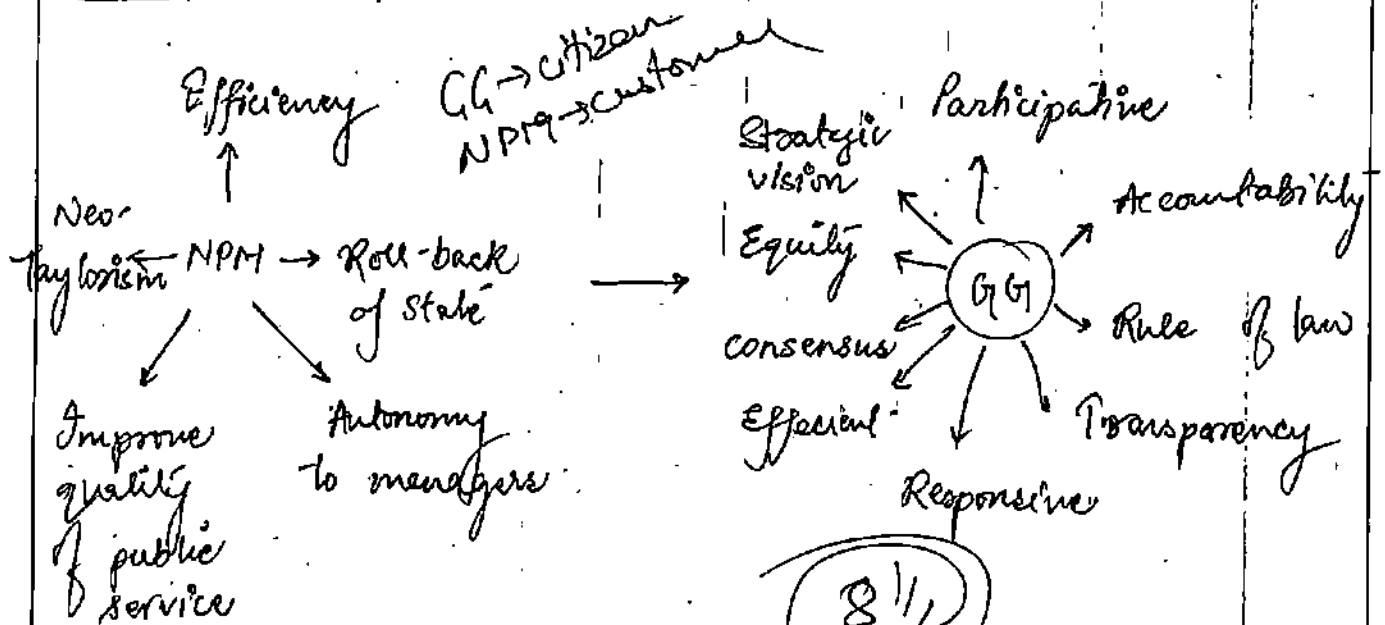b) Both NPM and good governance emerged in early 1990s as a response to strong state vs. market debate.

When state vs market debate reached a compromise, NPM advocated that State should reinvent its role and re-engineer in procedures to become more efficient, by adopting tools, principles and values of private sector management.

Simultaneously, with change in structure of government, governance also underwent change. World Bank & IMF proposed concept of good governance, initially in context of sub-saharan countries and later to all developing countries as a condition to development grants.

Thus, NPM and GG are two perspectives of same concept.

Good governance is a larger and much wider concept than NPM, as

Efficiency GG → citizen
NPM → customer

Neo-Taylorism ← NPM → Roll-back of state →

Improve quality of public service

Autonomy to managers

Strategic vision   Participative

Equity

consensus

Efficient

Responsive

GG

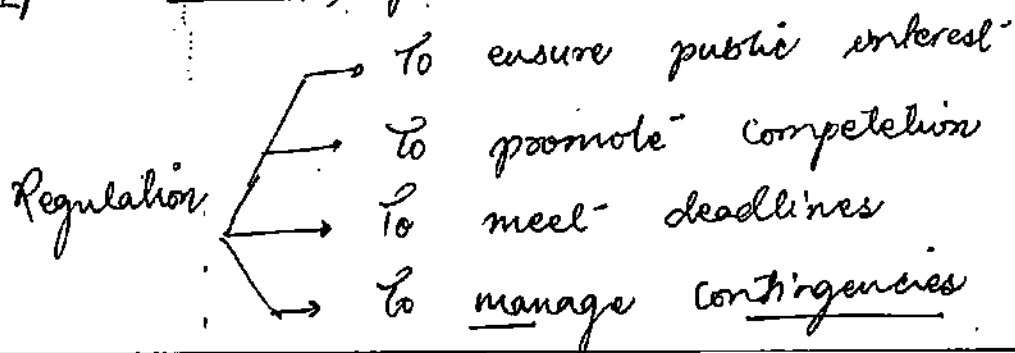Accountability

Rule of law

Transparency

(8½)

Thus, GG has a larger scope for multi-actor governance; whereas NPM confined itself to profit and efficiency in government.

As a result NPM failed to bring good governance, which led to emergence of New Public Governance paradigm which is more wider, balanced and inclusive.

c) As governance today, involves multiple actors, regulation takes a central place to ensure better coordination among them in providing public services.
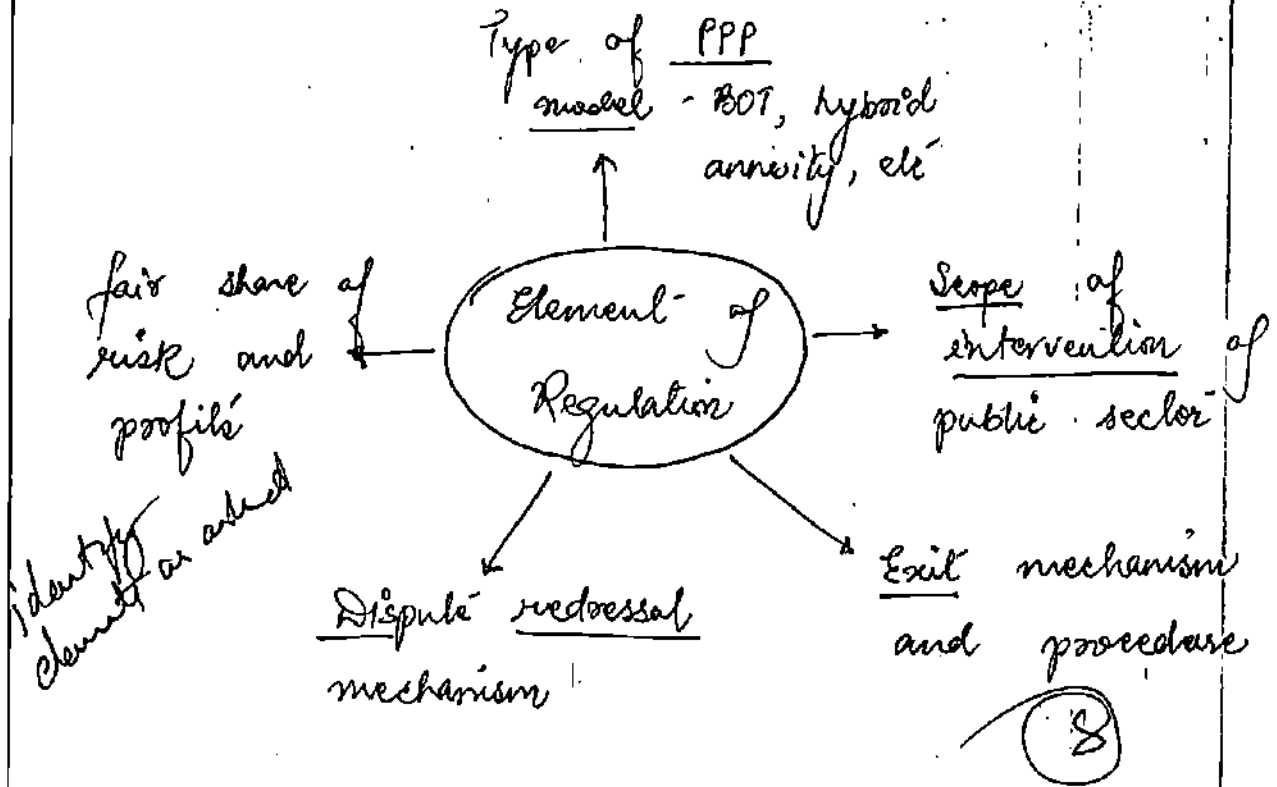
PPP is an arrangement which leverages respective strengths of public and private sector to secure public interest. For example PPP in National highway projects in India has been success as government provides faster acquisition & clearances and private party brings funds & technology and better management to timely complete project. Good effort

However, PPP needs closer regulation, as evident from cases like Reliance Rapid Metro, port construction, etc.

Regulation
→ To ensure public interest
→ To promote competition
→ To meet deadlines
→ To manage contingencies

Type of PPP
model - BOT, hybrid
annuity, etc

fair share of
risk and
profit

identify or added

Element of
Regulation

Scope of
intervention of
public sector

Dispute redressal
mechanism

Exit mechanism
and procedure

⑧

Effective Regulation is necessary for governance,
so that cases like KG basin of deliberate
lowering of profit by Reliance company, do not
become a norm.

In PPP, there is a need to balance
autonomy and accountability through well
defined contracts, agreements & MOUs. And
CAG's role regarding audit of PPP should be
made more clear as per SC guidelines.

Remarks

3. Answer the following questions:

(a) Decision making in an organisation is contingent upon information and communication. Discuss. (Bernard) (250 Words) (20)

(b) Institutional pluralism is at the core of privatization and is almost synonymous to rampant corporatization. Critically comment. (150 Words) (15)

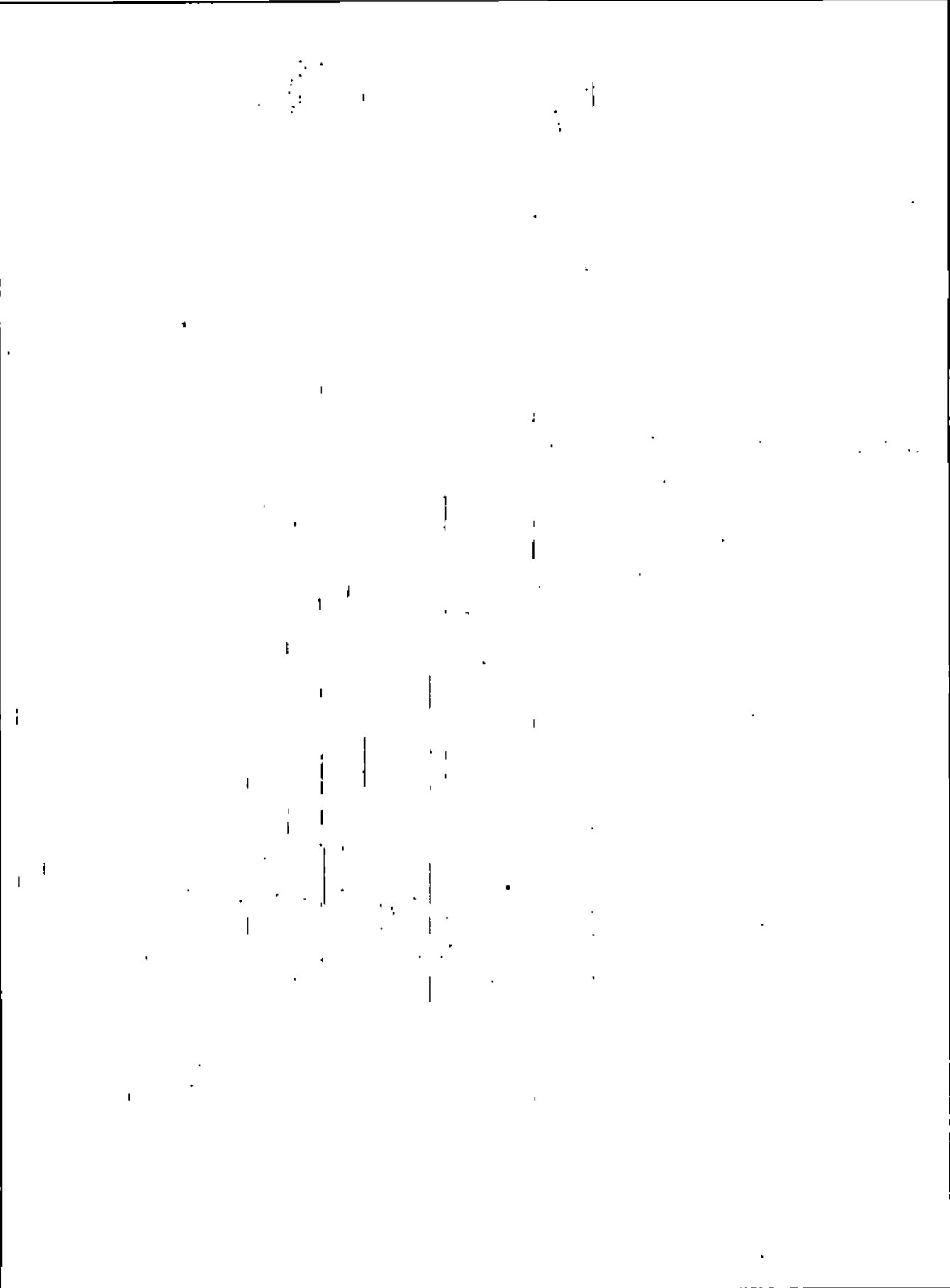(c) In what way is Weber's 'legal-rational' model of bureaucracy seemingly 'irrational'? (150 Words) (15)

Remarks

Remarks

Remarks

Remarks

Remarks

Remarks

Remarks

Remarks

4. Answer the following questions:

    (a) "Public administration is ultimately a problem of political theory". (Wallace Sayre) Comment.   (250 Words) (20)

    (b) "The Barnard-Simon Theory of Organisation is essentially a theory of motivation". Comment.   (150 Words) (15)

    (c) RTI is not only about citizen empowerment, but a paradigm shift in the concept of accountability. Discuss.   (150 Words) (15)

Remarks

Remarks

Remarks

Remarks

Remarks

Remarks

Remarks

Remarks

SECTION-B

5. Comment on the following into 150 words: (10 × 5 = 50)

(a) Delegated Legislation is a necessity as well as an evil. Comment.

(b) "The legislative control over administration is not as effective as it ought to be". Comment.

(c) "Work Study" can have multiple interpretations. Comment.

(d) Development administration is a multi featured enterprise. Comment.

(e) "Performance Budgeting is a prerequisite for performance auditing". Explain.

a) Delegated legislation refers to legislations made by the executive on the subjects delegated to it by legislature.

In modern welfare state, delegated legislation is necessity as:

(5 ½)

i) Rising in number of government functions, both facilitation & regulation in addition to welfare → increase in laws but shortage of time with parliament.

2) Technical & complex nature demands executive expertise

3) It provides scope for innovation & experiment.

Remarks

4) More suitable for citizen-participation e.g TRAI consultation paper of net-neutrality.

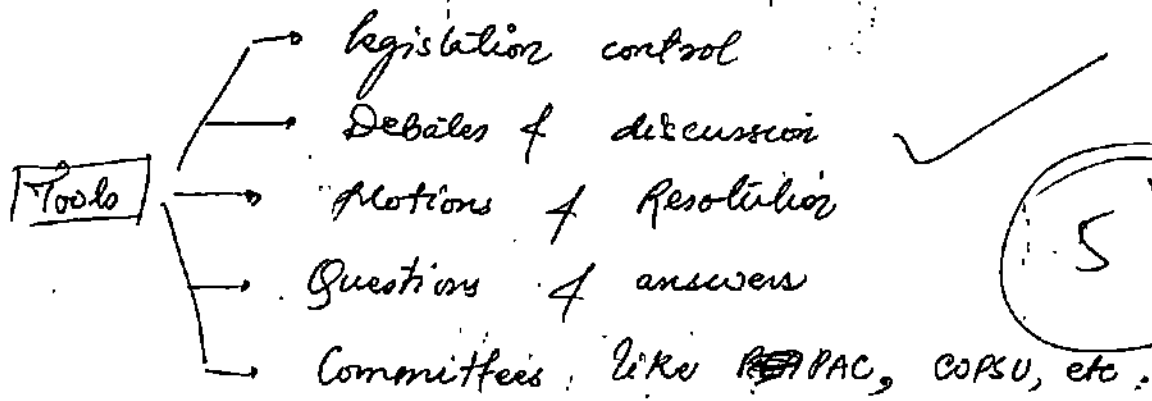Though necessary, but it also has some limitations that might make it evil

i) Reduction in parliamentary control over laws

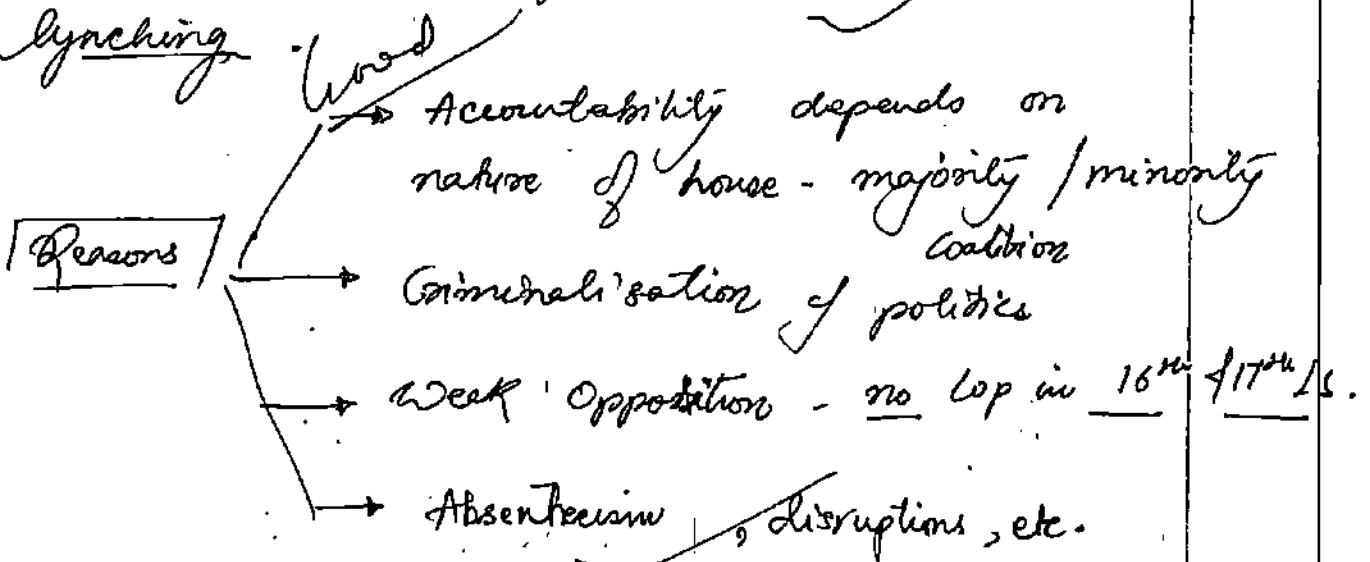ii) Violation of Separation of power- neo-despotism.

iii) Abdication of parliament's responsibility might reduce public scrutiny.

Thus, there is a need to ensure balance with Judicial review, parliamentary committee, active vigilence.

2) Parliamentary control over executive is necessary for accountability and maintaing quality in public service.

Tools
- legislation control
- Debates & discussion
- Motions & Resolution
- Questions & answers
- Committees like PAC, COPSU, etc.

⑤ ½

Limitations Despite these tools, control is weak as evident in inability of Parliament to bring law against mob lynching.

Reasons
- Word → Accountability depends on nature of house - majority / minority coalition
- Criminalisation of politics
- Weak Opposition - no LoP in 16th & 17th LS.
- Absenteeism, disruptions, etc.

Though on traditional fields, control remains effective, but on modern aspects in regulation, PPP, etc. control remains weak.

c) 'Work study' was suggested by Taylor as a Technique to develop science of work.

As a Technique of work management, it has multiple interpretations, like

→ Taylor, adopted it a shop floor level to study steel manufacturing

→ Paul Appleby, suggested O&M; an improvisation over work study.

→ Neo-Taylorism, adoption of work study by Mc Donalds, Dominos, etc.

→ work study in NPM to right-size government-

Remarks

Work study has had both narrow
& wide interpretation. (4)

b) performance budgeting focus on achievement
of targets rather than only on outlay of
funds.

It divides the budget into Functions,
programs and activities, which allows
following benefits. lack of
context

1) Direct link between activity head and
budget

2) Makes budget simpler to understand.

3) Better tracing of resources to outcomes.

4) It undertakes cost-benefit analysis of
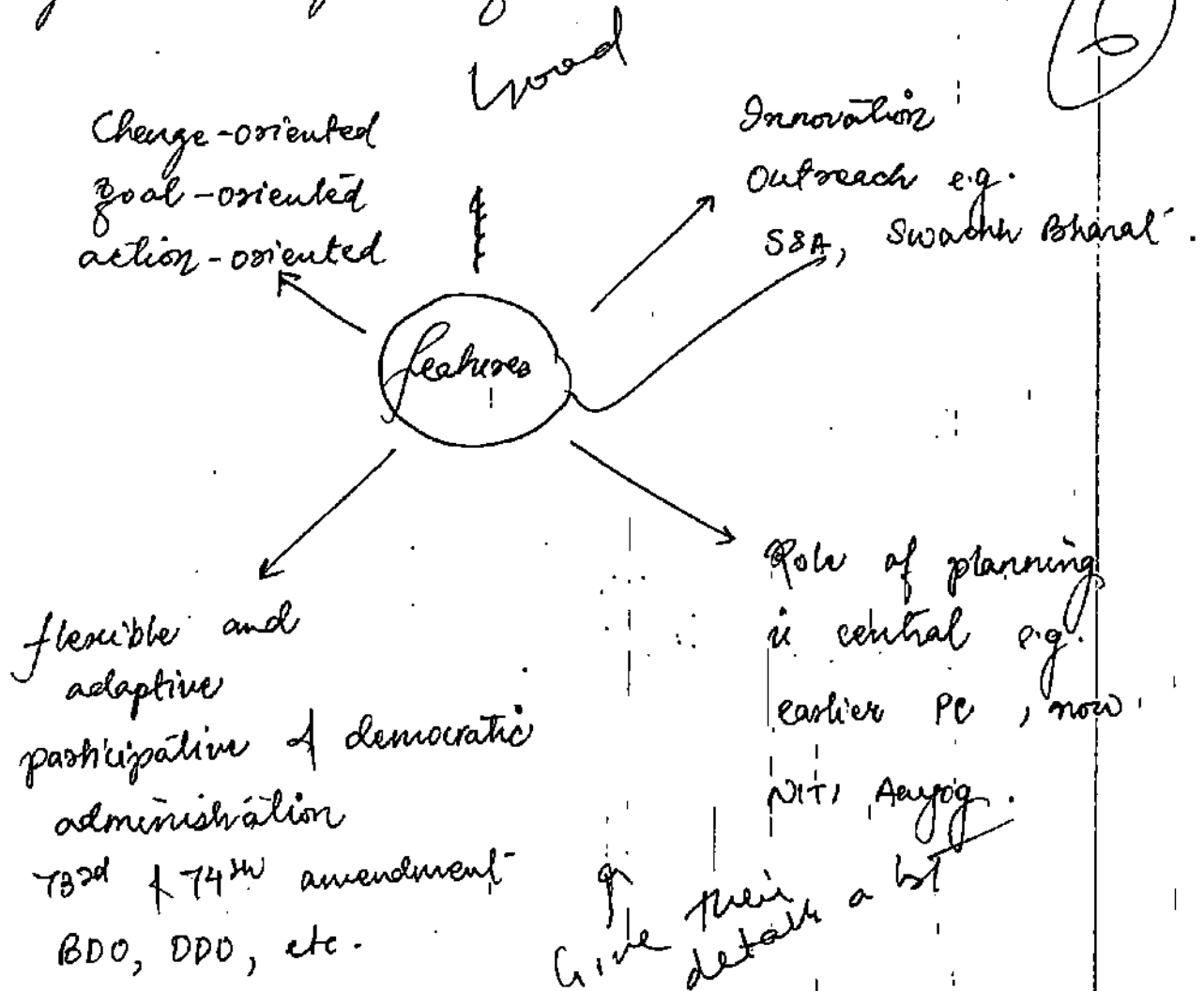alternatives.

5) Decentralised allocation of funds.

(2½)

Because, of above feature, it - assess performance auditing - e.g. Construction of 50 schools at cost of 100 crores under SSA and outcome / impact on literacy ratio.

Remarks

d) Development- administration focuses on nation building and rapid socio- economic development.

DA, developed over features of weberian bureaucracy, and adopted new dynamic features so as to act as a change agent on part of state

Word

Change-oriented
goal-oriented
action-oriented

Innovation
Outreach e.g.
SBA, Swachh Bharat.

features

flexible and adaptive
participative of democratic administration
73rd & 74th amendment
BDO, DDO, etc.

Role of planning is central e.g. earlier PC, now NITI Aayog.

Give their details a bit

In era of good governance, DA has further adopted to change to incorporate non-state players of market and civil society. e.g implementation of Mid-day meal by Akshayapatra., lateral entry to bring private talent.

6. Answer the following questions:

(a) "The term 'Development Administration' can be used only in a broad sense to mark the variety of approaches and points of view". Discuss. (250 Words) (20)

(b) Performance Appraisal is tool for performance improvement. Analyse its significance for an organisation. (150 Words) (15)

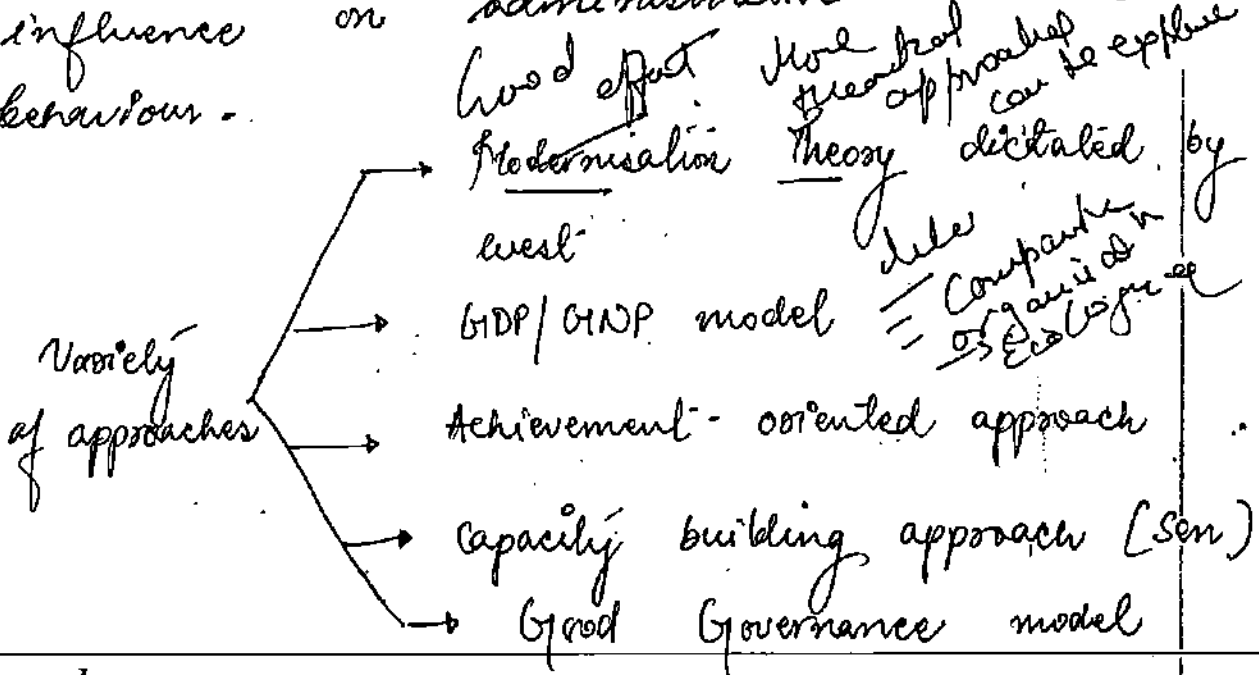(c) Administrative Law has expanded over and above what Dicey had postulated. Comment. (150 Words) (15)

a) Development - administration emerged in 1950s & 60s in response to rapid development - needs of third - world countries.

Edward weidner has defined DA as

" action - oriented, goal - oriented administrative system". while for Riggs, DA is outcome of CPA, where ecology has bearing heavy influence on administrative structure and behaviour.

More broad approach can be explained

Modernisation Theory dictated by west

GDP/GNP model ≈ Comparative Study of organisations

Achievement - oriented approach

Capacity building approach (Sen)

Good Governance model

Variety of approaches

Remarks

Thus, development administration has various approaches, each build over failure of earlier approach, with respect to changing paradigms of PA from TPA to NPA, neo-liberalism, NPM, good governance era, etc.

As DA gradually shifted from being a practical process to a theoretical concept, different view points also emerged among scholars, e.g.

Donald S Tone
- 4Ps - plan, policies, programmes, project
- 5Is - Information, Innovation, Institute, etc.

George Gaunt
- purpose (change)
- loyalities (-to the citizens)
- Attitude (positive)

On two aspects of DA, i.e; administration of development (AD) and development of administration (DA) as well, scholars have different opinions.

Edward → AD
Weidner   ↓
              DA

Riggs   ↱ AD ↴
        ↳ DA ↲

→ Straight forward
  relation
→ positive view

→ Egg - chicken
  relation
— pessimistic view.

As present, DA approach is <u>not very</u>
<u>clear</u> with roll back of State, but one
thing is clear that it <u>remains</u> <u>relevant</u>
given developing countries still face
similar problems as in 1950s & 60s like
poverty, poor health & education, low
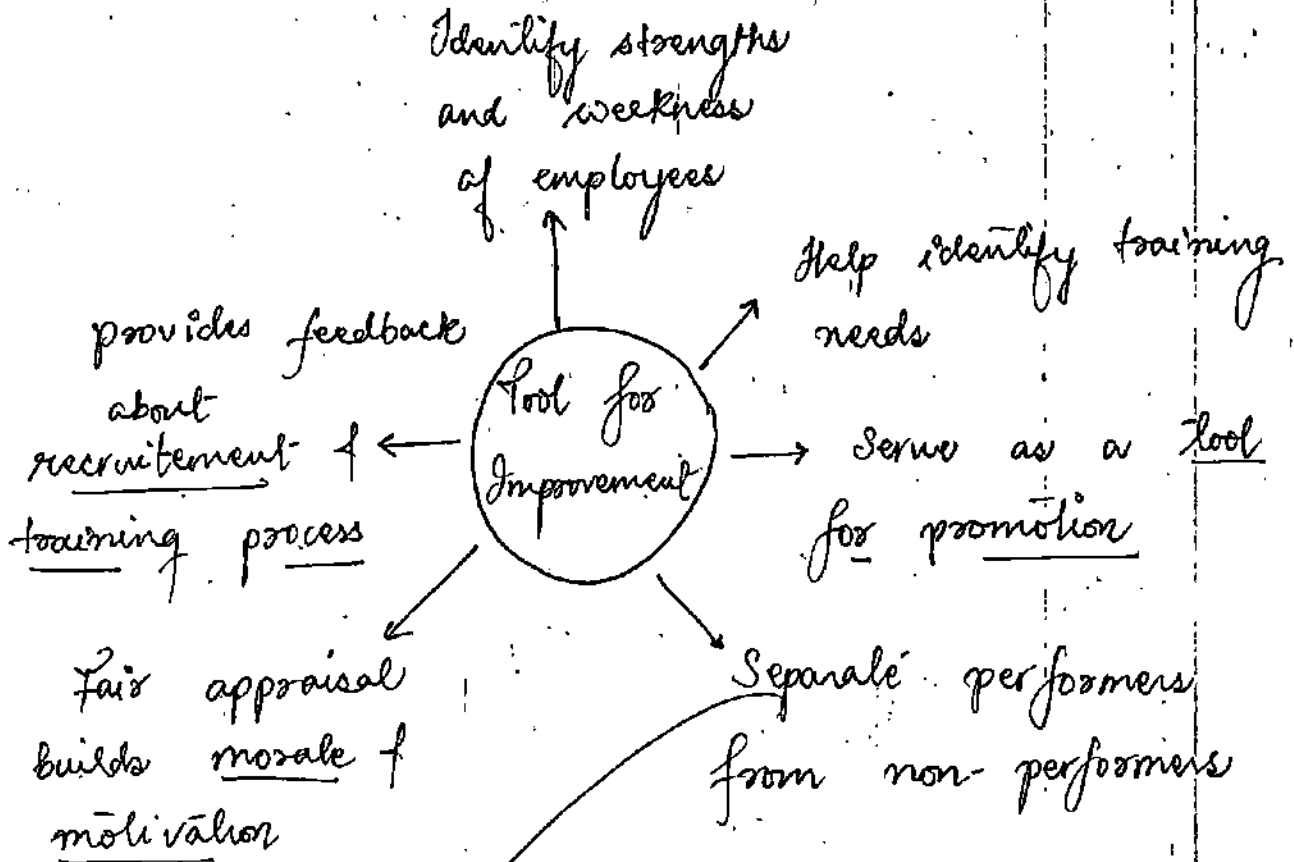per capita income, etc.

b) Regular assessment of human resource for their strengths and weaknesses is critical for organisation.

Performance appraisal refers to measuring employee's performance at a job with respect to pre-established benchmarks. Organisations use various techniques, largely classified as traditional and modern.

Good debatable given can be given

(8 1/2)

Traditional

1) ACRs
2) Essay method
3) Critical incident method
4) Ranking & Grading, etc

Modern

1) 360° Appraisal
2) 720° Appraisal
3) Performance management
4) APARs, etc.

It is a continuous process, taken by HRM department of organisations.

Identify strengths
and weakness
of employees

provides feedback
about
recruitement &
training process

Help identify training
needs

Tool for
Improvement

Serve as a tool
for promotion

Fair appraisal
builds morale &
motivation

Separate performers
from non-performers

It is in this relevance, that 2nd ARC

has suggested for effective performance appraisal

at 14 years and 20 years of service, also

government's recent reforms of 360° appraisal

and SPARROW for secretaries & IAS officers.

Remarks

c) Administrative law evolved as a concept in welfare state in 19th century, especially in context of Europe.

When dicey postulated AL, he rather took a narrow view and propounded that AL and Rule of law cannot co-exist. He in fact viewed AL in a negative light where he said it was partial and leads to differential treatment of state and common man. He failed to understand droit administrare in totality and as a result AL suffered in its initial stage.

However, when later scholars rejected Dicey's view, AL grew both in terms of scope and objective. Also it developed a healthy co-relation with ROL, where both complement each other.

Remarks

AL, at present
→ defines power of state
→ limits on power of state
→ manner of exercise of power ⑦
→ Governance redressal in case of violation of citizen's right.

e.g. power of police in civil matters, imposition of fine on traffic rule violation, consumer courts for governance redressal, citizen charters, etc.

However, AL scope remains unclear, and thus, at times it leads to curtailment of citizen's rights. Therefore, citizen awareness, and governance redressal is necessary to limit AL.

Remarks

7. Answer the following questions:

(a) The categorization of 'Balanced' and 'Unbalanced' polities is nothing but an attempt to vindicate futile academic theorization of Comparative Public Administration - (Riggs). Comment. (250 Words) (20)

(b) Public borrowing can have varied effects on the economy. Examine.
(150 Words) (15)

(c) Tribunals and the Executive should have the same relationship as the Executive and Supreme Court/High Court. Comment. (150 Words) (15)

Remarks

Remarks

Remarks

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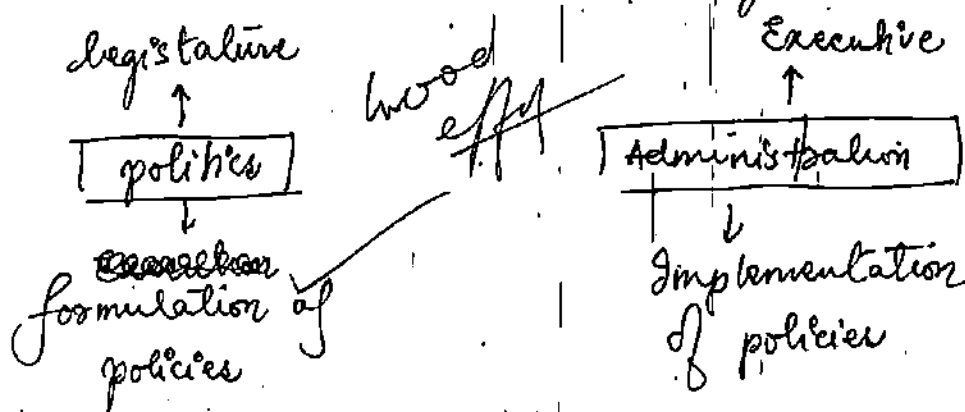Remarks

8. Answer the following questions:

(a) "Public Administration is considered synonymous with policy implementation". Argue. (250 Words) (20)

(b) Drucker said "Management principles should not tell us what to do, but only tell us what not to do". Do you agree? Give reasons. (150 Words) (15)

(c) "Rationalism" and "Incrementalism" are the two sides of the coin called "Public Policy". Explain. (150 Words) (15)

a) PA as a discipline laid its bases on politics - administration dichotomy, in Ist paradigm of 1897 - 1927.

(9)

Initially, Wilson through his essay and later Frank Goodnow in his book 'politics and administration' (1916) strengthened dichotomy.

legislature   Executive
    ↑   ↑
  politics   Administration
    ↓   ↓
formulation of   Implementation
policies   of policies

This dichotomy continued till 1950s, when Jon Gauss noted " Theory of PA in our times is theory of politics as well".

Remarks

Thus, dicholomy lost its theoretical base, but in reality PA is still synonyms with policy implementation.

It is _not_ to say _that_ policy formulation is _outside_ scope of _PA_, but to emphasise the success of PA depends on how policies are implemented.

Paul _Appleby_, noted after giving frank & fair advice to ministers, bureaucracy should accept whatever policy the minister proposes. And _implement_ it with _committment_ and _interest_.

For example, PA is more about successful and effective _case_ solving by _police_, or _reduction_ in _IMR_ and _MMR_, higher skilled and educated Human Capital and so on.

Thus, in this respect, there is need to

reform field level administration, especially at district & block level. BDO, patwari's, constables should be better trained & equipped to perform as per 2nd ARC recommendations.

Remarks

b)

Remarks

Remarks

c) Public policy refers to the overall framework within which the government perform various activities to achieve its objectives. e.g. National health policy, Minimum government, mass governance, etc.

Thomas dye defines it as 'whatever government decides to do or not to do'. Public policy evolution can be categorised as two paradigms. Word ⟨7¹⁄₂⟩

Rationalism	Incrementalism
1) The best policy	The fairly objective policy
2) Radical reforms	Incremental, reforms step by step
3) More prescriptive	Descriptive in approach
4) More idealistic approach	More pragmatic approach as it accepts limits of Time, cost & brains

Remarks

policy model	Lindbloom's disjointed
Simon's bounded Rationality	marignal incrementalism
Doos's noomative model	Game theory
	Elite mass
	Institutional model

However, these differences are more in theory than in reality. In fact both go hand in hand and often adopted simultaneously. For example, _GST reform_ – a radical reform but advanced through incremental changes like E-way bill, gradual change on rates etc.   ✓

~~Nevertheless, for failed reforms~~

The nature of State & society is so that radical reforms every time ~~would~~ bring chaos and confusion. And incremental approach always would maintain status quo.

Thus, a combination of both approaches is needed; as visible in Amitai Etgioni's

mixed- scanning model, etc.

Remarks