

GS SCORE

Roll No. _____

Public Administration (Mock Paper-1)

Time Allowed: 3 hr.

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.

you can do well

1. Invigilator Signature _____

2. Invigilator Signature _____

Name Hendra Prafab Singh

Mobile No. _____

Date 15/11/2016Signature Hendra

SECTION - A

1. Answer in not more than 100 words each:

(12.5 × 4 = 50)

- (a) "Public Policies are reflections of Political will"
- (b) "Technical networks maintain the organization, whereas social networks rejuvenate them".
- (c) "Weber could have conceived a hybrid between structural idealism and informal humanism".
- (d) "Taylor's scientific management may not have been relevant today, but Taylorism surely is".

(A) The given statement is closer to the Intuitionist philosophy of ~~public~~ public interest which says that a public policy is something which the legislator decides.

In the context of a democracy, politicians are the representatives of people and hence they have been given the mandate to decide the policies on behalf of people. But at the same time it needs to be remembered that in any such endeavour (of deciding a policy) they will have to seek inputs from field level officials. Seen in this context public policies are necessarily the collective endeavour of politicians & civil servants.

Also after the New Public Admini-
stration paradigm there has been emphasis on the

8
Fair

policy orientation in the civil servants and the politics-administration dichotomy has been challenged.

hence, of course possible policies are reflections of political will but in any such endeavour, civil servants also play a role in the 'quantification' of political will. e.g.

(B) Technical networks essentially maintain the organisation. The emphasis here is on structural aspects and the structural networks that organisations create during their functioning. eg. In the interorganizational context organisations establish multiple networks to seek resources/inputs from the environment. In the post-industrial era of excessively volatile environment these technical environments are necessary because as resource dependency theory argues - only those organisations survive which are able to extract resources from the environment, hence these networks help maintain the organisation.

but at the same time the social networks that the organisation creates both within

Remarks

and outside, rejuvenates the organisation. It helps in improving the morale of employees & motivates them to give their optimum effort. Also As Mayo has proved through his Hawthorne experiments these social situations are the decisive factors in the organisational productivity.

Also the social network from outside the environment helps the organisation in getting the tastes & preferences of customers etc and hence

it also rejuvenates it.

Motivation

etc

5/1/22

(C) Weber formulated his theory of Bureaucracy which was essentially his mental map to create an organisational structure which would be rational and efficient.

Throughout in the Weber's theory the prime emphasis is given to the structural features like hierarchy, rules, specialisation, etc. But many after studies (By scholars like Lea Blau, Philip Selznick, Robert Jaekel etc) which researched on the actual functioning of bureaucracy actually found they it differs from the conception. Also the excessive emphasis on structural features has resulted into the 'dehumanisation' of work force (work to rule strategy, or means-end reversal).

In this context it is argued that Weber could have conceived Informal humanism i.e. emphasis on Informal groups, study of actual behaviour at the work places along with structural idealism. This would have made his

theory more comprehensive and complete.
 Other issues?? Practical Perspective??

62

NPS
etc

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Later developments

(10) Taylor's Scientific Management was formulated in an era of Industrialisation essentially for the 'shop level workers'. The main emphasis in the Taylorism has been on standardisation, supervision, strict command etc.

Due to the emergence of a post-industrial society (with more service oriented organisations) although this scientific management may not be relevant today. But Taylorism under the name of digital Taylorism is still being used in the big organisations like Amazon, McDonald.

The emphasis in these organisations is on strict control, standardisation, hire & fire strategy etc. (Recent study in Time Magazine).

And taking into consideration that that these organisations are successful organisations, it appears that Taylorism is relevant even today.

At the same time it can also be argued that as the organisations grow by certain amount

of standardisation becomes inevitable. There has to be a clear cut job description etc in order for them to survive.

- Standardization
- Procedural efficiency
- Conflict: right
- PERT, CPM, OR, etc.
ICT:-

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Remarks :

2. (a) The idea of Constitutionalism finds a practical manifestation in the administrative law. Discuss. (200 words) (20 Marks)
- (b) "Governance is a neutral term". Analyze (150 words) (10 Marks)
- (c) "E-governance can lead to policy Paralysis by analysis". Comment (200 words) (20 Marks)

(A) The idea of constitutionalism emerged under the doctrine of limited government. The doctrine argues that government must not be absolute and its power must be tampered by some checks & balances.

Under the Administrative Law emphasis is placed on clear cut rules for administration. This means administration cannot function & must not function upon its whims and fancies and it should be functioning under some legal domain.

Administrative laws also put greater restriction on the activities of administrators - eg. Civil servants. Conduct rules - gives a code of conduct for the civil servants to follow.

Seen in this context both constitutionalism & Administrative law are mutually

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reinforcing terms: The goal of constitutionalism is realized through the administrative law.

But at the same time it also be kept in mind that constitutionalism is much broader in scope than the domain of administrative law. whereas administrative law has its emphasis on executive domain only, constitutionalism covers all the three branches of government viz. executive, legislature & Judiciary. Through doctrine of checks & balances it buffers the authority of one by the other. Also Rule of law is an important ingredient of constitutionalism.

This constitutionalism finds its practical manifestation in administrative law.

for eg: F.R. issues
Human Rights violation
ADUs
A.F.S PA ok

10 1/2

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(B) Governance paradigm became dominant in public administration from 1980s onwards. Based on its practice it can have following interrelated meanings-

(i) It is a term that ensures delivery of public services beyond the government alone and hence provides for diversification of public service delivery.

(ii) It is a democracy enriching term which takes government, civil society, private sector into consideration in delivery of public services.

(iii) It is an externally imposed term by institutions like world bank and being used as a tool for aid-conditionality.

Seen in the context of (i) & (ii) governance

(4) is a value loaded term which seeks to diversify the avenues for citizen. From where they can seek services. It has also given a push to the movement for public participation in development.

In fact the world bank definition of governance

says "Governance is the way in which power is exercised in the management of country's resources". Thus in this context governance is a value loaded term.

But if we look at 10 point of using it as a tool for aid conditionality then it becomes a pawn in the hands of institutions like World Bank to promote corporatisation in the third world. The emphasis is on promoting open trade regime in these countries.

Thus governance is a neutral term with value loaded orientation by its interpretations.

Contextual
 eg. Indigenous models of Dev. in
1990s World Bank

failure of markets

BREXIT sh

①: E-governance is the use of Information & communication technology in the delivery of public services.

The use of e-governance can help in better public policy analysis because-

- Let can be used to store large amount of information over a long span of time.

- Through the use of Let this information can be processed to get valuable inputs for the policy making. eg: using MIS like DRS, NDRS we can get good information at the district level.

- Let can be used to better monitor the implementation of policy - perceptive role of Let.

But at the same time use of e-governance can lead to policy paralysis - a situation where policy is not taking off or it is not yielding results. This is because-

- use of Let can lead to excessive technocratic orientation in policy making in place of social &

10/2

human orientation which may reduce the acceptance level of the policy.

Inputs are vital for use of e-governance & if inputs that are provided are not qualitatively good then it will lead to bad analysis of the policy. eg: excessive orientation on number of toilets built may lead to a situation of not even getting to know the Open Defecation Free status in the country.

Excessive information may lead to information overload and it may become challenging to make sense of the information. [Hubert Simon]

e-governance leads to centralisation which at times may result in policy paralysis.

Thus at times use of e-governance can lead to policy paralysis.

Digital divide may be perpetuated
 Consensus is difficult.
 Data mining

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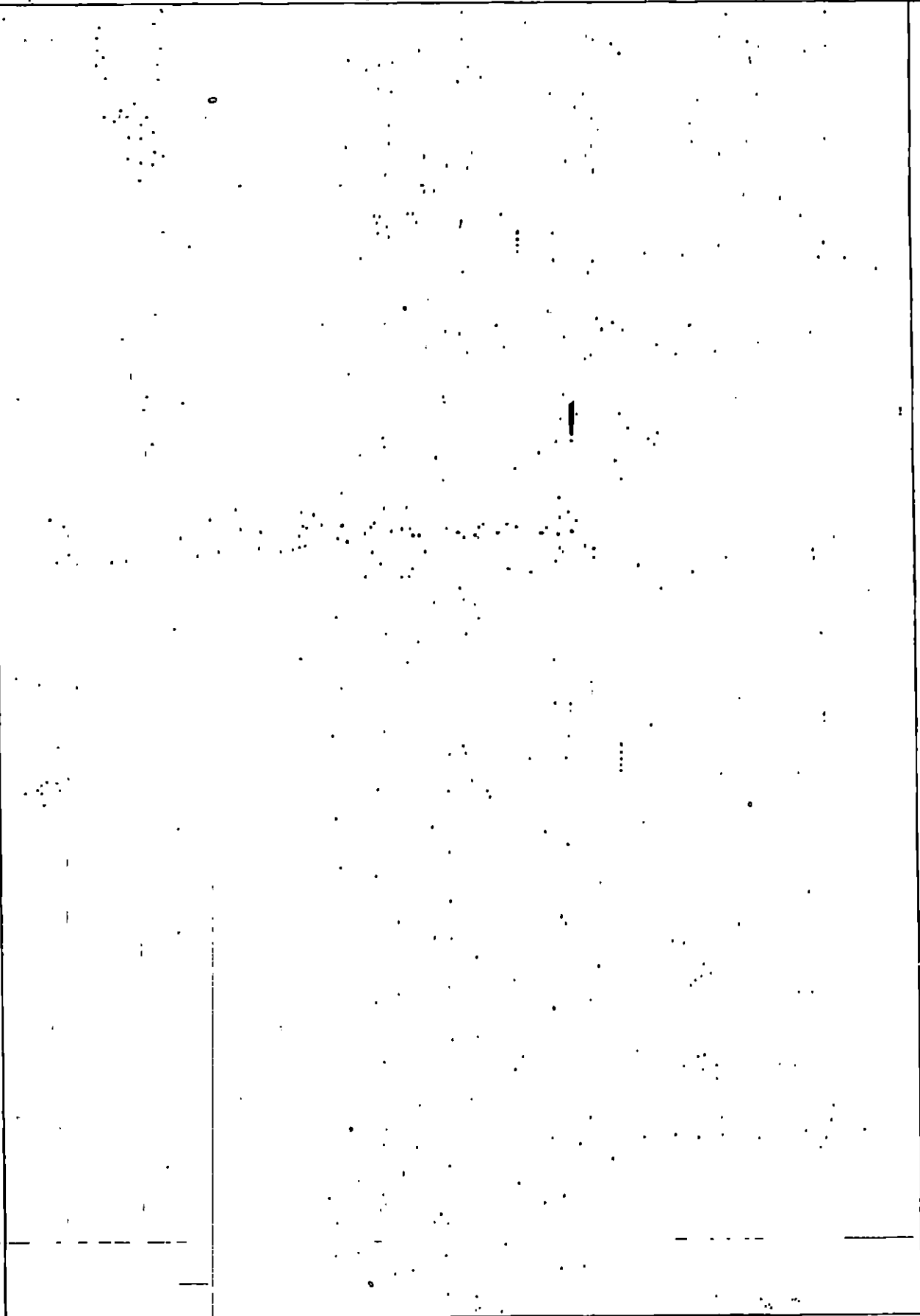
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3. (a) The growing power of media in a democracy is reminiscent of "the crisis of legitimacy of the state". Analyze. (200 words) (20 Marks)
- (b) "Is NPM really dead" Discuss in the contemporary scenario of growth of E-governance and Communitarianism. (200 words) (20 Marks)
- (c) Elaborate upon the concept of "Black-box". Also briefly state the utility of using systems approach to policy. (150 words) (10 Marks)

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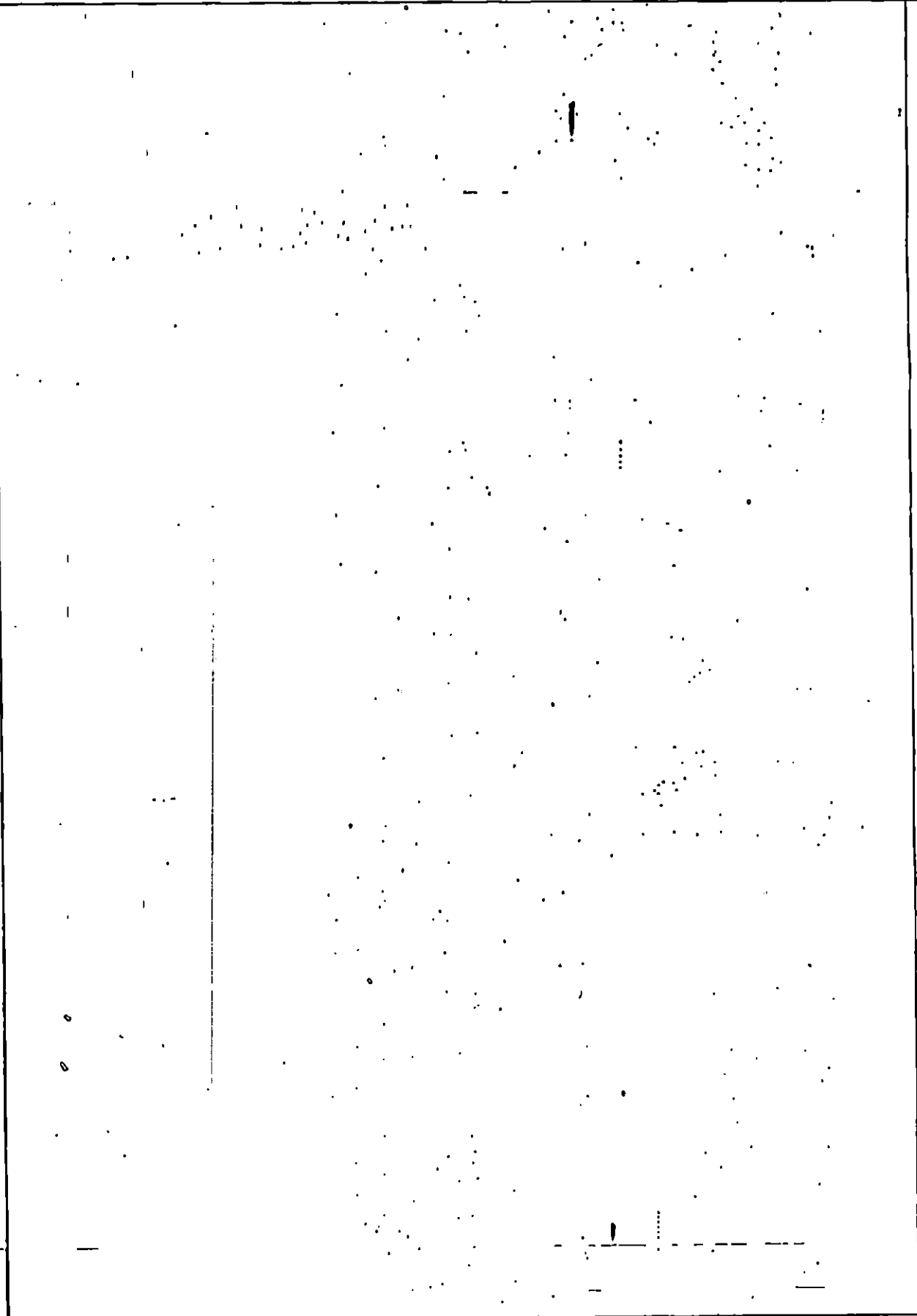
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4. (a) Briefly discuss the ethical & moral dimensions of, "Anti-development", as a Developmental discourse. (200 words) (20 Marks)
- (b) Public choice approach maybe a theoretical reality, but practically illusory. Discuss. (200 words) (20 Marks)
- (c) In the aftermath of global crises like terrorism, Cyber-security, disasters and economic recessions, do you think there is a need for "Revisiting the state". (150 words) (10 Marks)

(A) Being dis-encharnted with the idea of development and its limited success, a strong wave of anti-development under the theme of 'Anti-development thesis' emerged in 1970s & 80s. It argued that developing countries are going to be more harmed than benefited due to developmental discourse. The ethical & moral dimensions of the thesis & its criticisms are as follows-

Ethical & moral dimensions of 'Anti-Development' :-

AG Frank, a sociologist argued that "Development and backwardness are the two sides of the same coin." The idea was that developing countries are poor not because of their resource base but because of the exploitation of developed countries. He argued that developed countries ^{have} are developed at the cost of developing countries.

Centre-Periphery Model.

Remarks

The idea of developmentalism under the developmental discourse was challenged because of promoting cultural homogenisation. It argued for every country to follow the same path followed by developed countries which was ethically & morally wrong. [Ethnocentrism]

The idea of nation building first and then people building was also not ethically correct as it is the people who make up the nation & not the vice-versa.

But at the same time it needs to be remembered that on the resolution side Anti-development thesis argued for "going back to roots" which is also not ethically correct because leaving the people simply on their fate is not a good idea.

Thus it can be said that under the Anti-development thesis many ethical & moral dimensions were involved. [Alternatives]

(B) Public choice Approach emphasises on application of economics to the non-economic decision making. It involves application of economic principles to the socio-political decision making. Its main arguments are as follows-

An individual is a rational utility maximizer even during the collective decisions individual (say civil servant) takes a decision which is in his own interest.

Theory of state's failure which argues that if the market can fail then so that the state. This is because there is a possibility of rent seeking behaviour and state's capture.

Taking these features into consideration the theory argues for creating institutional pluralism and giving choice to the people so that as a rational utility maximizer they can take optimal decisions. The main proponents of the theory are Vincent Ostrom, Anthony Downs etc.

But at the same time even though the idea may seem to be a theoretical reality

Remarks

but it is practically illusory because-

Good

- The excessive emphasis on privatisation generally goes against the general public interest. As Dehaene & Dehaene have argued under the Neue Public Service approach that state cannot be a marginal player and it should remain in the center of politico-administrative process.

- Private sector generally works on the 'profit' philosophy and hence it may not be willing to go to those areas which are not instantaneously profitable. eg. setting up of industries in a backward area. Thus state will have to take initiative in these areas for development.
(Policy Paralysis)

- Also the approach takes a one sided view of human behaviour as it argues that every human being is a utility maximizer & works in his self interest. This is also not a correct assumption.

Thus inspite of its good theoretical

12

Remarks

foundations. outrightly replacing the state with
private sector seems an illusory idea.

failure of market
Gross Capitalism

Remarks

(C) Many new global crises like terrorism, cyber-security, disasters & economic recessions have emerged in recent times. Thus there has been a demand for 'revisiting the state'.

Under the Neo-liberal paradigm & New right philosophy the emphasis was placed on excessive privatisation, roll back of state etc. (Thatcherism & Reaganism). But now there is a need to accord central role to the state in the management of economy & society. e.g.

After 9/11 we see same level of security in the countries like US which is visible in our country.

Also the new issues like terrorism, climate change & disasters have become so big that even the state's find themselves very small to solve them. In this scenario there is a need of International collaboration and public administration is required to develop a

Capability to solve these issues.

In the economic sphere overemphasis on deregulation actually resulted in 2008 global crisis. Thus the need is that appropriate regulatory mechanisms should be put in place to ensure that crisis do not arise. This is also important because economies in today's times have become largely interdependent and crisis in one country erupts crisis worldwide. eg: 2008 global crisis started from USA.

Thus as Minnowbrook III (2008) argues there is a need to revivify the state and improve its capacity to cope with newly emerging issues.

(Dark Times)
 Redefinition of PA

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SECTION - B

5. Answer the following in not more than 100 words. (10 × 5 = 50)

- (a) "Leadership is more about focus, than locus".
- (b) "The evolutionary paradigm of Public administration does not convey much about its present underpinnings".
- (c) "Budget is a series of goals with price tag attached".
- (d) "Perfectionism may justify ably the absence of socially conscious policies".
- (e) "Comparisons, when overstretched, may create problems of measurability".

(A) Leadership is the quality of persuading / influencing other people to change their mindset and contribute to any activity voluntarily.

Leadership is more about focus than locus. It is because leaders will have to analyze the behaviour & needs of every individual to influence him to give his efforts to the organisation. Leaders are generally expected to create commonality of goals in the organisation (Chester Bernard). In this

scenario the focus on deriving these common goals which are acceptable to both the organisation and employees becomes important.

It is not related to the

Remarks

position / designation:
Mystic of Authority

The transformational leaders are able to create this sense of commonality in the organisation and hence they are largely successful in achieving the goals.

Thus leadership is more about focus than locus.

(B) The evolutionary paradigm of public administration has been divided into many phases - [Nicolaus Henry]:

- ① 1900/1887 - 1927 - Political Administration Dichotomy
- ② 1927 - 37 - Era of principles
- ③ 1950 - 70 - Public administration as political science
- ④ 1956 - 70 - Public administration as management
- ⑤ 1970 - onwards - Public administration as public administration
- ⑥ 1980 - onwards - Public administration as public administration governance.

Thus looking at the evolutionary paradigm we find that in the different times public administration has been dominated by

Remarks

different themes. and with the change of paradigm, its theme also changed.

The present theme of public administration as governance emphasises on public administration being a collective endeavour of government, private sector & civil society. The emphasis is on collaboration and participation whereas prior- sometimes emphasises was on dichotomy, at other times on principles etc.

Thus the evolutionary paradigm of public administration does not convey much about its present state.

Gender, Env, Dev, etc

3/32

(c) Budget is an exercise where executive estimates the likely revenue & expenditure and gets it ~~approved~~ approved by the parliament to undertake these activities.

Budget is presented in the legislature which contains a number of goals. eg, Goal of achieving universal primary education, making India Open Defecation Free, removing poverty etc. There is an estimate of likely expenditure to occur in the achievement of these goals and these estimates are attached to all these goals in the form of price tag.

Under the line budgeting where the emphasis was on control the budget was divided into ministries & departments and allocation was done in departmental wise manner. But under the performance budgeting idea, the emphasis is now on expenditure management and hence the goals of each department are set and the budget allocates the funds to

Remarks

achieve these goals. It results in more accountability of executive to the parliament.

Thus in the current phase budget can be said to be a series of goals with priority attached.

Political Govt
Economic Govt
Social Govt

3 1/2

(D): Perfectionist approach to policy making
 assumes perfect availability of information,
 the perfect ability of policy makers to process them
 and then enact a policy which is best. Thus under
 the perfectionism the emphasis is upon making
 perfectly rational policies (In place of Bounded
 Rational policies - Simon).

Definition of Public Interest

But this approach may ably justify
 the absence of socially conscious policies. As a
 policy to be successful not only requires perfect
 information processing but at the same time it
 requires the acceptability of general public. And
 if a policy is too technocratic, it may not be
 acceptable to people. Thus seen in this context
 perfectionism may ably justify absence of socially
 conscious policies.

At the same time trust for perfecta-
 nism may result in not having any policy at
 all. This is because if the policy makers are
 unable to enact a perfect policy then they

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may not enact any policy at all. so seen in this context it may result in absence of any socially conscious policy.

Thus perfectionism may ably justify the absence of socially conscious policies.

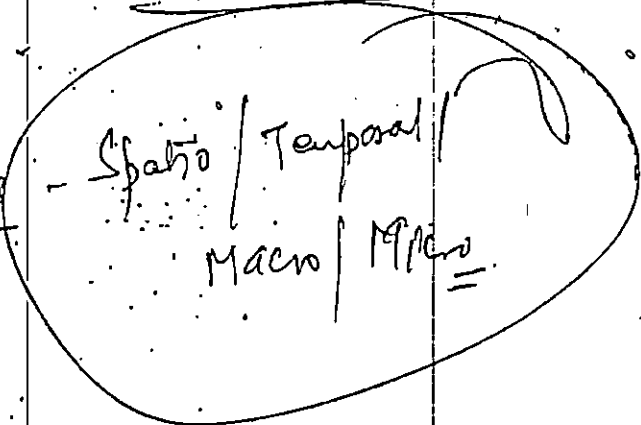
② Comparisons are done to learn from other structures/societies to improve the functioning of your own institutions. In public administration, comparison became a dominant theme under the comparative public administration paradigm.

32 But comparisons when overstretched may create problems of measurability. In fact one of the major reasons for the 'failure' of comparative public administration paradigm was its excessive emphasis on comparison & consequent theory building. The idea was to compare all possible ideologies & find out

the patterns to create a Grand Theory. But over a period of time it resulted into excessive theoretical orientation and overbudding of the agenda and thus the CPA paradigm suffered from self-defeating goals.

Also, beyond CPA paradigm it can be argued that someone's ability to process any information is limited & hence if excessive emphasis is placed on comparisons then it is certainly going to create the problem of measurability.

Specific issues



6. (a) Discuss the problems of "SHG's" as a viable model of socio-economic development. Do they suffer from cultural biases? (200 words) (20 Marks)
- (b) NPA, overworked the "how", with its over-emphasis on "what". Comment (150 words) (15 Marks)
- (c) Post-modernism celebrates Heterogeneity, But at the cost of rationality. Discuss (200 words) (20 Marks)

define precisely

(A) Self Help Groups (SHGs) are affinity groups created for achieving some common objectives like women empowerment, institutional credit facility etc. over a period of time of their functioning starting from Mysore. In Mysore they have benefited beneficiaries a lot through institutional credits, collective strengths etc. But there are certain problems associated with them.

They are seen as competitors to PRIs:-

Since the PRIs & SHGs both have the same kinds of goals like poverty removal, local level participation, empowerment of marginalised etc. Thus these are largely seen as being competitors to PRIs. even the government agencies are fastly using the SHG channels

Remarks

to deliver goods & services. The STG-Bank linkage model is one such example.

But here it needs to be kept in mind that PRs are constitutionally created formal bodies and hence STGs which are informal bodies can't supersede their role. Also PRs need to focus more on infrastructure creation and in this way both can become complementary to each other.

Power imbalance in the STG itself - STGs are formed on the bank of equality but over a period of time it is seen that few members in the STG become dominant & virtually they start taking all the decisions. This situation of power imbalance arises. The major reason for this is inadequate capacity building in STGs - eg. It is seen that training is given to only one or two members of STGs & hence they become all powerful. This is a problematic trend which needs to be reversed.

Lack of trust in the society - This problem inhibits the formation of STG itself. It is a quite

Visible feature in India

Mus SBG though offer very promising opportunity for local development but capacity building & clear orientation is a must for their prosperity.

What can be done??

91
12

(B): NPA movement emerged in 1968 after the Minnowbrook I conference presided over by Dwight Waldo. It sought to realign public administration with the critical problems of the day. But it put over emphasis on 'what' aspect ignoring the 'how' aspect.

emphasis on 'what' aspect: To realign public administration to the relevant issues, it emphasised on following four goals:-

- ① Relevance: It was argued that the theory & practice of public administration is not responding appropriately to the critical problems of the day & hence it should be made more relevant.
- ② values: In place of positivism, it emphasised on value orientation in public administration.
- ③ equity: It was argued that impartial application of rules results in inequality so equity should be the goal of public administrators.

Remarks

④ Change - In place of status quo weberian administrative systems, it argued for a change oriented administrative system.

'How' Aspect -

The 'how' aspect was largely ignored by NPA and this is the reason that it was criticised later on. On the solution side it provided only four ideas (though it did not elaborate them) -

- Debureaucratisation
- Democratisation
- Decentralisation
- Delegation

But it did not provide anything as to how these will be achieved.

(C) Post modernism emerged in developed countries in 1960s & in developing countries in 1980s & 90s as a reaction to overemphases on structural concepts of modernism. The modernism essentially emphasised upon building of knowledge & then giving it to everyone and establish it universally.

But the post modernism emphasised on the use of language. It argued that language gives the meaning to a phenomenon and as language do not remain constant (it can change in different cultures) so the meaning of same phenomenon changes in different cultures.

Also post modernism challenges the idea of homogeneity created by modernism which the meaning of everything has been fixed.

Its ontological perspective is skepticism and it does not believe in the existence of reality. Rather it believes that reality is created.

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But at the same time emphasis on heterogeneity and respect for diversity creates a problem of attaining rationality. This is because for attaining rationality there has to be some fixed rules & certain way of doing things whereas post-modernism opposes all these ideas. It opposes the 'Grand Narratives of modernism'.

Thus it can be said that post modernism celebrates heterogeneity at the cost of rationality.

10/2 ✓ But modern social str. does need diff. perspectives.

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Remarks

7. (a) "Behavioral theories are incomplete without a thorough grounding of "Gender component". Comment (150 words) (15 Marks)
- (b) "Performance based incentive system may not be a viable practice in Public Organization". Discuss (150 words) (15 Marks)
- (c) Riggs "ecology of sala" has ethnocentric biases. Comment (200 words) (20 Marks)

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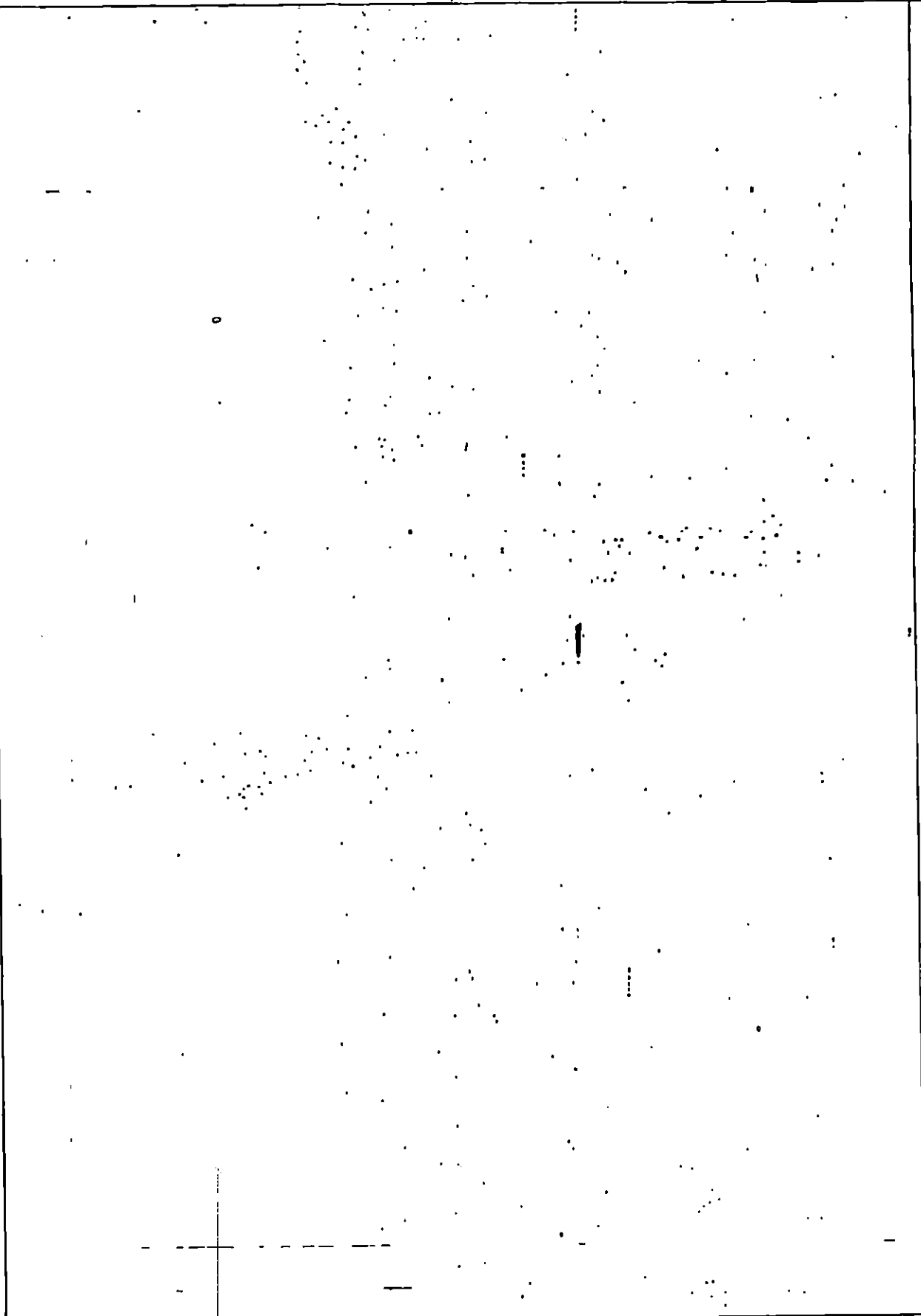
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8. (a) Discuss Fielder's Contingency Model. Do you think it suffers from over-rationalization? (200 words) (20 Marks)
- (b) "Game theory is about choice we make, when we cannot control the factors that affect those choices." (150 words) (15 Marks)
- (c) Most of the Public programmes in India suffer from "U without Q" syndrome (universalization without quality). (150 words) (15 Marks)

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