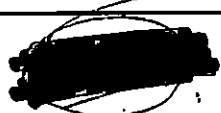


Roll No. \_\_\_\_\_

## Public Administration

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.

→ Context is missing in many answers  
→ Must incorporate relevant examples & cases - studies  
→ Answers should not be too generic

1. Invigilator Signature \_\_\_\_\_

Name: Shreya Pratab Singh

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

Date: 26/08/2016

2. Invigilator Signature \_\_\_\_\_

Signature: Shreya Pratab Singh

→ Develop linkage

REMARKS

GS SCORE

[REDACTED]

[REDACTED]

[REDACTED]

1. Write short notes on following in about 100 words each. (10 × 5 = 50)

- (a) Emergence of philosophy of "neo-Liberalism" has provided a powerful base for public administration in public interest philosophy?
- (b) Public administration came to be known as the universe of 'facts', enshrined in the value free environment, ready to be applied anywhere in the world and nurtured by a new positivist logic.
- (c) For us, culture and style of governance are keys to understanding as well as misunderstanding -What makes a country function or not function?
- (d) Simon provided an alternative definition of the scope of public administration in terms of focus.
- (e) "The study of Public Administration should start with the base of management rather than the foundation of law". [L.D. White]

① The philosophy of neo-liberalism basically came to prominence in public administration in 1990s. In the contextual terms the era can be identified with New Public Management philosophy as well as start of globalisation.

Neo-liberalism philosophy basically argued for a steering rather than steering role to the government. Under this approach a renewed role to public administration was sought to be provided which can ensure public interest. Whereas in the previous approaches of Public Choice Approach & New Public Management a leaner role.

27

Concept is not clear

??

Remarks

New Right → Neo-conservative  
 & neo-liberal

to the state was prescribed. The underlying idea was that state can fail in providing public services. Also there was skepticism about the decisions being made by the decision makers (Whether they were really in public interest?) Now in the Neo-liberalism philosophy it was argued that if the state can fail then so can the market. Also there is a possibility of elitist bias in the more managerial emphasis of public administration (eg. user pay relationship, profit motive)

Thus under the new philosophy of Neo-liberalism a powerful base for public administration was provided to ensure public interest. The ideas like New Public Service & Public Governance also developed almost along the same lines which provided for a renewed role to government in ensuring public interest

⑥ The given statement pertains to 'universal applicability' of public administration 'principles' which was a dominant view of scholars during 1920s & 30s (esp. 1927-1937 - era of principles)

During this time it was argued by scholars like Gullick, Urwick etc. that certain principles of administration are portable which can be used in any environment to achieve 'administrative efficiency'.

Admin. as a study <sup>composes of only</sup> portable <sup>factual statements</sup> 'principles' !!!

During the era of principles public administration came to be known as the universe of 'facts' in the sense that certain ideas/principles have been derived which are universal in nature. In other words their cross cultural applicability is a given. And also at the same time it was assumed that the environment in which they were to be applied was value free. To elaborate it can be argued that as the 'facts' were value neutral, the environment also was

Remarks

value free bc: it was not going to create any value laden hurdles for the applicability of principles. Also at the same time

under new positivist logic it was assumed that perfect information is available & it can be processed to achieve to the 'facts'.

Thus under the influence of this theme, certain principles were suggested to be the solutions of every sn in the organisation. The human face of the organisation was considered largely irrelevant in this.

Some contributors their & inherent logic

A fair

Remarks

② Culture is a body of knowledge that a society has and is passed on from generation to generation (both tangible & intangible) as a resource pool to solve social problems & ensure its continued existence. Culture of a country has a huge impact on the governance of that country.

Culture & style of governance of a country are important for understanding and mis-understanding a country. Every single idea, to function, has to be in sync with the cultural traditions of the country. Whereas cultural traditions do have impact on the style of governance, the style of governance also impacts cultural traditions of the society. If the cultural norms of a society are based on unethical ideas then the society is more likely to be corrupt. examples | US has

Cons  
have  
redu  
the  
part

At the same time if we misunderstand the culture & governance

Remarks

style of a country then we are more prone to make wrong judgements about the country. eg. In a feudal society the democratic style of governance may not function as well as it will function in a egalitarian & democratic society. Thus governance models have to be appropriately tweaked to suit the specific interest of a country.

(1/3)

Thus culture & style of governance do have powerful impact on the society. So much so that they at times determine the very existence of society.

→ Include the perspective on PA.

how it is influenced & what changes are needed.



① Herbert Simon was one of the foremost behavioural scholars in public administration. His maximum emphasis was on analysing how decisions are made in the organisations. In fact, he gave his decision making theory analysing how decisions are made & prescribing how they should be actually made.

As per the Golembewsky's categorisation of evolution of <sup>scope</sup> public administration in terms of locus & focus, Simon gave an alternate definition of scope of public administration in terms of focus. Here the focus was mainly upon how decisions are made in the organisation. He described as to how there cannot be complete rationality and administrators generally make decisions which are 'Bounded rational'. He also gave the ideas of logical positivism and value free science of administration.

Remarks

to reach upon more rational and objective decisions.

Through these approaches he sought to propound that public administrators should emphasise most upon decision making. He also gave the idea of democratic decision making and not the top-down decision making. Thus the focus was on decision making in organisations. At the same time he emphasised upon communication in the organisation as well.

33

Analytical  
 focus of the discipline  
 of Pub-Admin  
 + value = fact  
 means - end analysis  
 Contribution to Policy Sciences & Pub

Remarks

② Public administration basically emerged as a separate discipline from its mother discipline of political science but it borrows heavily from ~~the~~ its parallel discipline viz- Management. In this context L.D. White emphasised that the study of public administration should start with the base of Management rather than the foundation of law.

To elaborate the above statement it can be said that public administration basically came into existence to provide for 3 E's (Efficiency, Effectiveness & Economy) in the functioning of government. This was also the theme of management studies which were being conducted at that time.

Thus the idea was to link the public administration with the management studies in the context of organisational effectiveness to achieve effectiveness & efficiency in the organisations of all types.

Remarks

organisational context | management  
 Evaluation

On the other hand putting public administration on the foundations of law creates a lot of constraints on the public administration functions and sometimes means end reversal takes place i.e. compliance with the law becomes the end of the organisations rather than public service.

Thus, as government exists for the good of the people, its functioning should be efficient enough to ensure that good to people & for this sound management techniques are required.

32

Restructure your answer. Chronological conceptualization is needed.

Remarks

2. (a) Gulick introduces the notion of "Caveamus Expertum" or "Beware of the experts" while specialization is necessary and is a means of overcoming human limitations there are dangers associated with the use of specialized experts.

Identify the probable dangers, a democracy may face by over indulgence of experts. You can use a case study or a policy to illustrate your views. (250 Words) (25)

- (b) "Experience becomes what it was plus you. You are responding to the situation plus yourself; life is not a move for us, you can never watch life because you are always in life". [Follet]

Use the above context to explain the scope and extent of Follet's theoretical underpinnings and its impact on the post modern organization theories. (250 Words) (25)

Remarks

**GS SCORE**

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*Remarks*

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*Remarks*

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*Remarks*

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*Remarks*

3. (a) Compare and contrast the emergent themes of NPA-II & NPA-III, especially in context of globalization. (200 Words) (15)
- (b) The idea of being competent at both leadership and membership roles is manifested in the concept of "linking pin". (200 Words) (15)
- (c) "Political Theory of Constitution may be compared to the constitutional theory of Wilson & Goodnow" (John Rohr). Comment. (200 Words) (20)

Remarks

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*Remarks*

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Remarks



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*Remarks*

*Remarks*

**GIS SCORE**

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*Remarks*

4. (a) "Contingency theories are a class of Behavioral theories". Explain. (200 Words) (15)
- (b). Define Cybernetics. Evaluate the role of cybernetics model of governance. (250 Words) (20)
- (c) From the point of view of control, the significance of need hierarchy concept lies in its reference to behavior-producing needs in individuals. Analyze. (200 Words) (15)

(A) Contingency theories argue for continuous readjustment among the organisation's functioning according to the changing environment. Under these theories an organisation has been considered as a system and its external environment as a suprasystem. An attempt has been made to explain the impact of this sub-system on the functioning of organisations. Seen in this context contingency theories may be considered to be a class of behavioural theories (or at most extension of behavioural theories at the environmental level). Whereas in the behavioural theories the behaviour of employees in the organisation was the core aspect of analysis, in the contingency theories the behaviour of the environment became a core aspect of

Remarks

analysis. Here it was emphasised that external environment changes unilaterally and to sustain itself, an organisation have to respond to it. Those organisations which are more 'open' to sense these changes are able to adopt these changes rapidly and become survivors, on the other hand those which are unable to do it ultimately perish.

Thus contingency theories actually emphasise upon understanding and managing the behaviour of external environment, which provides opportunity as well as poses threat to the functioning of organisations.

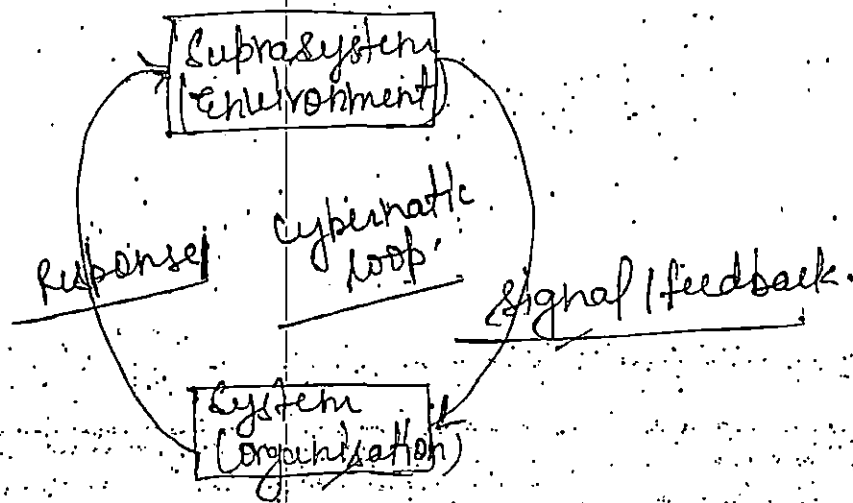
(6)

Empirical Analysis of Environmental changes.  
 Relation b/w Contingent factors & organizational's internal adjustments.

Remarks

(B) Cybernetics is basically a terminology of computer science which emphasise the role of ~~computer~~ communication in the organisational functioning. The terminology was used in the behavioural science like public administration to emphasise the role of communication between an organisation and its subsystem viz. environment. [Feedback]

The cybernetic model of governance is described with the help of a cybernetic loop which is as follows -



The above charted loop provides for the importance of communication between

Remarks

→ issues

32

→ how they can be addressed.

GS SCORE

Technological  
Sophisticated

an organisation & its environment and at the same time also tells us why sometimes an organisation inspite of having all good things may fall. The reason for this is that the environment may not be favourable at that time eg. Recession, Geographical catastrophe etc. may hamper the functioning of the organisation.

1  
2

At the same time the loop also tells us that if the organisation constantly interacts with its environment and receives feedback and molds its strategies according to the signal, then it is more likely to be successful.

Thus cybernetics essentially talks about interaction between organisation and its environment and emphasises upon stability with dynamism.

Remarks

how cybernetics model of governance works  
Illustration needed



(e) The Need-hierarchy concept was propounded by Abraham Maslow who categorised the needs of individuals in an organisation in an orderly manner as they grow up in the organisation.

Although this need hierarchy model is highly useful in motivation but from point of view of control also it has its applications. The concept emphasises that as individuals grow in the organisations their needs shift from being primarily physiological towards being more socio-psychological.

Thus in order to control the behaviour of individuals at workplaces, the change in needs and the corresponding change in their behaviour has to be observed. The incentives that are to be provided to a more mature individual must be different from a less mature one, eg. one may get satisfied with mere monetary rewards.

Remarks

but the other may want more recognition in the organisation. Thus, as an individual climbs up in the need hierarchy, his behaviour changes correspondingly and thus control methods also have to be changed.

A<sub>2</sub>

Analysis needed.

→ Refer to the Answer.

Remarks

Remarks

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*Remarqs*

## SECTION-B

5. Write short notes on following in about 100 words each. (10 × 5 = 50)
- (a) Most theorists saw no viable alternative to the bureaucratic model, a perception with self fulfilling features.
  - (b) New post positivist theories are addressing types of issues that founding giants of organization theory could not see.
  - (c) "Social organizations are living systems that continually interact with the environment and thus are highly dependent on their external environment to maintain their external role."
  - (d) "Post - Modernism ", typically implies a deep scepticism of hierarchy and focuses, instead, on complexity ,varying forms of diversity and differences and the growing experience of ambiguity in organizations".
  - (e) "The extent to which the influence of the physical sciences has been conceptual and metaphorical rather than a direct application of the mathematical or empirical modelling is an open and sometimes contentions, question".

Remarks

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Remarks

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Remarks

6. (a) "Post-Weberian developments are either refutations of Weber or its endorsements". Evaluate with respect to post-Weberian models of organizations conceptually. (150 Words) (12.5)
- (b) "Governance is not a binary variable, an on/off system" (Bob Currie). Comment. (150 Words) (12.5)
- (c) Discuss with respect to impact of ICT on Public Administration, the following conceptual developments:
- (i) e-Governance (100 Words) (7.5)
- (ii) Citizen Charters (100 Words) (7.5)
- (iii) Turn around of Public Sector Undertakings (PSU's) (125 Words) (10)

(A) Weber's 'bureaucracy theory' has been single most important reference point for most of the post Weberian scholars. Most of the post-Weberian developments that have taken place either refute the arguments of Weber or endorse them.

The first among the significant post Weberian developments was comparative public administration approach. It emphasized upon deriving theories which has cross-cultural applicability. It criticized Weberian ideas for being too rigid & status quoist. CPA scholars also argued that the Weberian theory was not applicable in dynamic.

Biggs  
etc.

Remarks

Situations as well as diverse societies.

Another significant post-Weberian development was New Public Administration which called for value, relevance, equity and change orientation in the public administration studies. It criticised Bureau-

Cray model for its dehumanising approach.

no alternative suggested

The most critical to the bureaucracy model were the approaches of Public Choice & New Public Management.

They sought to challenge the dominating role played by the bureaucracy and replace it with Institutional pluralism.

In these approaches greater importance was given to the market forces.

Thus from the above it is clear that many of the post-Weberian developments criticised some aspects of the

bureaucracy (Like CPA, NPA) whereas  
 other challenged its very existence (eg.  
 PCA & NPM etc). But as of now it is an  
 accepted theme that rather than replacing  
 bureaucracy, we should focus more on  
 reforming it.

↓ other perspectives  
 like gender, post-modernism,  
 critical etc.  
 NWS, NPS, etc

5/2

Remarks

(B)

The concept of governance came into prominence in public Administration in 1990s. Along with scholars many of the prominent institutions like World Bank started talking about this idea. In this context a differentiation needs to be made between govt & governance. Whereas government is a unidimensional concept, governance is a multidimensional concept in the sense that it is about providing goods & services to the people by multiple actors.

Power sharing

In this context the statement of Bob Currie: "Governance is not a binary variable, an on/off system" is important.

This is because under the governance paradigm, government is not longer the sole provider of goods & services. In fact, government is one of the players in governance, although a major player.

Remarks



At the same time with the emergence of strong civil society, now it is not possible for the govt. to ignore public opinion. In fact, it can ignore public opinion only at its own risk.

Thus governance is no longer an on/off system, rather it is a multifactor model, where networking role is played by the government but good & services are provided by all the actors (govt, NGOs, private players).

Critique of WB model of G.G.  
 as a means or an end  
 value-laden / value-neutral

(A)

Remarks

(e)

(1) e-governance :-

e-governance is the use of Information & communication technology (ICT) in the governmental functioning. It is about online two way interaction between the government & citizen eg online filling up of forms as well as downloading of admit cards.

This concept has changed the way citizens and govt. interact with each other. It has helped in citizen & govt. coming closer to each other & at the same time simplifying the procedures of government functioning.

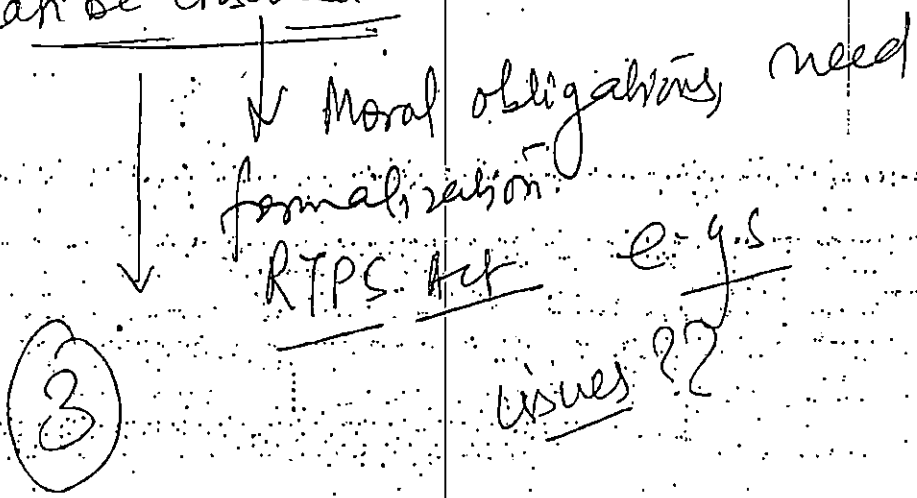
Methodology } eg  
Ideology }

32

Remarks:

1) Citizen charters:- Citizen charters are documents prescribing for a set of commitment on part of organisations about their service delivery. The development of citizen charters primarily took place in Britain and from there it spread to the other parts of the world. In our own country most of the organisations (esp. central govt.) have now citizen charters.

The impact of Act on citizen charters has been significant; The set of commitment offered through Citizen Charters can now be accessed online and accountability can be ensured.



Remarks

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*Remarks*

7. (a) The greatest contribution of Argyris lies in his idea that formal organizations are basically anti-maturing and therefore act against employees achieving a sense of Self-Actualization. Justify. (200 Words) (15)
- (b) "Motivation is not synonymous with behavior theory. The motivations are one class of determinants of behavior. While behavior is always motivated, it is also almost biologically, culturally and situationally determined as well" (Maslow). Evaluate. (200 Words) (15)
- (c) Systems approach may provide a better view of administrative corruption than bureaucratic idealism. Explain. (250 Words) (20)

(A) Chris Argyris was a significant motivation scholar who gave his maturity-immaturity theory to explain the needs of immature and mature individuals. Through his theory he also sought to explain the different needs of mature & immature individuals and what organizations should do to ensure continued contribution from employees.

One of the basic propositions of his theory was the formal organizations which emphasize more on structures, process etc. generally work on rigid pattern. In these kinds of organizations individuals do not have much space to grow psychologically as virtually everything is

Remarks

standardised & fixed) and thus the work against the maturity needs of individuals & hence are anti-maturing.

In contrast to this Argyris has prescribed for designing the organisations in such a way that they give ample space to individuals for self actualisation.

Thus Argyris through his theory tried to solve the puzzle of why an individual may love his work but quit the job & vice versa.

11/6/22  
Remarks

(B): Motivation is an effort of an organisation to influence individuals (through rewards) for achieving their voluntary contribution. Motivation is essentially not synonymous with behavioural theory rather it is a part of behavioural theory. Also motivations are one class of determinants of behaviour.

A person's behaviour is a product of multiple permutations & combinations. It is not a linear concept rather it is a multi-variable concept (involving culture, context, attitude etc). Motivations are essentially one class/variable in determining the behaviour of an individual. It is so because motivation may either be internal or external (internal motivation like desire to achieve something, external motivation like rewards). Both of them influence an individual's behaviour but

Remarks

not always decisively. eg. a person having stereotype against women may not be motivated to work for women empowerment.

Thus conclusively it can be argued that motivation is one of the many factors that determine the behaviour of an individual.

Refer to the answer

5/2

Remarks



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*Remarks*

**GS SCORE**

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*Remarks*

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*Remarks*

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*Remarks*

8. (a) "Big-democracy" paradigm is under scanner by Neo-managerialists. Elaborate. (100 Words) (10)
- (b) Foucault's concepts of "power" and "governmentality" have been influential in breaking away from the modernist notion of power as an institutional fix, instead it is something that permeates all spheres of life. Elaborate. (150 Words) (15)
- (c) "Neo-Marxists at best can be described as Relative Autonomy Theorists". (100 Words) (10)
- (d) Bureaucracy is a "myth of meritocracy" and "benevolence". Evaluate with respect to Peter's Principle and Methodological Individualism. (150 Words) (15)

Remarks

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*Remarks*

*Remarks*

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*Remarks*



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*Remarks*

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Remarks

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*Remarks*

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*Remarks*