

GS SCORE

An Institute for Civil Services

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TEST COPY

DIPANKAR CHOUDHARY

RANK-166 (CSE 2018)

GS MAINS 2018
PUBLIC
ADMINISTRATION



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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.

102 1/2
You can improve more

Name Dipankar chowdhury

Mobile No. _____

1. Invigilator Signature _____

Date 8 July, 2018

2. Invigilator Signature _____

Signature

→ Conceptual clarity formed.
→ Attempt all questions to score more.

REMARKS**GS SCORE**

SECTION-A

1. Comment in about 100 words: (10 × 5 = 50)

- (a) "Public administration that does not work for change and equity, ultimately suppresses the very society it works for."
- (b) "Narrow view of public administration is the practical need of disciplinary identity".
- (c) "The era of orthodoxy sowed the seeds for "New Public Administration".
- (d) "Dichotomy as perceived was after all a rational approach to the investigation of the discipline of public administration".
- (e) "Lack of design is cruel, wasteful and inefficient, at the onset organization is a designing process".

a) ^(PA) Public administration has been defined as a socially embedded process by NPA-II. It means it should reflect the ideals of the society it is a part of.

The origin of change and equity in PA has its beginning in Minnowbrook I and New public administration.

PA had to work for change because:-

- i) There was upheaval and social unrest in the society. Example needed
- ii) A value-free scientific approach had failed to deliver.

Remarks

4.

Thus PA lead to:-

- i) Work for equity, equality and social justice.
- ii) Show its positivistic and value-free scientific approach.
- iii) Be an agent of change.
- iv) Be champions of the underprivileged and oppressed.

Lack of these qualities, PA would:-

- i) Be caught up in narrow questions of efficiency and effectiveness.
- ii) curb social freedom and rights in the name of Scientific Management.
- iii) Would lead to a crisis in democracy.

Thus, Waldo being the front-runner infused PA with change and equity.

→ Discuss component of NPA-1.
→ discussion from NPA-3,
→ No division in NPA-3,

Remarks

⑥ The narrow view of public administration entails

- Managerial tasks
- The executive branch of the government.

Thus, for ex - it will deal only with tasks such as organisational design, Motivation, leadership etc. and would not enter the question of which policy is good or how should judiciary function.

Need for narrow view :-

- A wider view would overwhelm a new discipline with questions of philosophy and law.
- It would lose its identity as a separate field.
- Narrow focused research in important areas would not be possible.

Remarks

Pros & Cons
Benefits of Narrow View

~~↳ This, despite being a part of the
accident suitability, the party of the
discipline as per its requirement
has only fully implemented some
measures.~~

(IV) ~~Measures by and meant for safety~~

(III) ~~Attack and civil defense (Political Affairs)~~

(II) ~~Public choice approach (C & consumers)~~

(I) ~~Ambiental protection (Aero)~~

~~↳ This, as the board, public admini-
stration, or the party, has incorporated this
in its constitution, so it can be said that
this is the main aim of the party.~~

~~↳ All disciplines~~

~~↳ Aimed by political authority~~

~~↳ Thus, if it is only the
political authority, it can be said that~~

~~↳ It is also concerned with~~

- Q) The (era of orthodoxy) comprised of
- Bureaucracy - Max Weber
 - Classical Management - Gantt, Urwick, Moorey, Taylor etc.
 - Scientific Management - Taylor.

Issues with orthodoxy:-

- It was narrowly focused on efficiency and effectiveness. good
- It was more designed for business management rather than administration.
- It was very narrow in its approach as it relied only on scientific and positivist, empirical research.
- It was culturally confined to west and more specifically USA. It lacked an ecological and cross cultural view.
- Lastly it failed to produce results.
- It treated man only as an 'economic being'.

Remarks

Rise of NPA:-

- i) There was a deep ferment, riot and loss of values in American society.
- ii) The importance of social justice, equity, equality, rights of the vulnerable etc were realised.
- iii) Positivist epistemology was losing ground.
- iv) The intellectual tone was set by Honey report, The administrative state - by Dwight Waldo, collapse of the dichotomy and Munro Brook I.

Thus, the failures of orthodoxy in a sense led to the rise of NPA.

~~good~~

Remarks

a) The tone for Dichotomy was set by Woodrow Wilson, in his famous essay 'The study of administration'. There he proclaimed that:-

"The study of administration is a science, removed from the bigness and strife of politics".

Utility of Dichotomy:-

- i) Dichotomy gave the initial direction to a new-discipline.
- ii) It gave it an identity and saved it from being swallowed by other older disciplines like political science.
- iii) It resulted in widely accepted and practised theories like Scientific Management (Taylor) and classical Management (Urwick, Gullick, Mooney etc)

Remarks

(4)

iv) It defined the scope of the discipline.

v) It set up the agenda's of investigation like organisational design, structure, personnel system etc.

Thus, as perceived it was rational. However, soon enough it was realised that

i) Administrative and political spheres overlap.

ii) Scientific and Management based approaches have little utility in PA.

iii) Behaviourism put the focus on man

iv) values and equity were vital.

Thus, with the coming of Waldo and Simon, dichotomy had lost relevance.

relevant attempt

Remarks

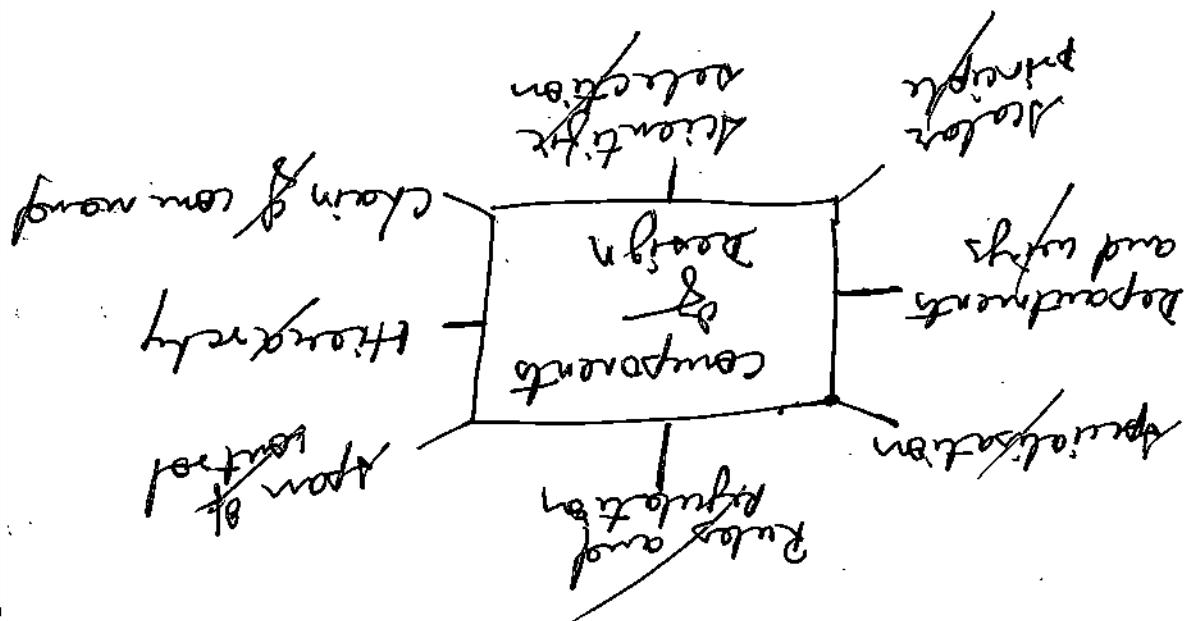
Remarks

1) It was decided that money

- design based on:-

the cost of the firm, all forms

of labour, material, overheads, factory etc.
will be apportioned by the amount
available for it respectively. This was
done in consultation with all partners.



The final design was decided
after due consideration to achieve
efficiency and effectiveness.

It was largely concerned with

public administration in its capacity

could be used depending on situation
(contingency approach)

- i) Human factors were equally important like leadership and motivation (socio-psychological approach)
- ii) No design was useful if it lacked values and public orientation (NPA)
- iii) Design should always consider its larger immediate environment to sustain (sust systems approach)

~~Include examples~~) cultural and political factors were equally important (ecological approach)

- vi) A more decentralised design with less central control was good (CNPM).

~~v. Good~~
 Thus, as the field progressed it was realised that Lack of design was not the sole and not the most important factor for success-

Remarks

2. Answer the following questions:

- (a) "Intellectual crisis in public administration can be overcome by democratization and institutional pluralism". Identify the theorist behind the idea and it's consequences for the American Public Administration. (250 Words) (25)
- (b) What were the developments in the field of public administration post world war 2? Also evaluate the impact of normative orientations on the theory building in public administration. (300 Words) (25)

a) The theorist behind this idea is Vincent Ostrom. He propounded the theory of democratic public administration (PA), under the overall framework of Public choice approach (PCA).

The intellectual crisis:-

Ostrom propounded that the traditional PA was based on certain core ideas like:-

- i) There is a dominant center of power (State)
- ii) centralised administration is more efficient
- iii) Public servants work for public interest.

Remarks

v) Role of state:- The state would set back. It would be confined to steering instead of sowing. Meaning, it would provide regulations, but the actual job of service delivery would go to private sector.

~~Also discuss~~

~~Pole of market~~
~~Following further changes like NPM, in the better practise of PA. The advent of Reaganism, Thatcherism and neo-liberal state Monopoldistic state, pushed it even further. However, with the after-effects of NPM, the PCA has lost relevance.~~

~~Relevant approach~~

Remarks

b) Growth of public administration since 2nd WW, comprise of :-

1940's : - Behaviourism, inspired by the Human relations theory.

1950's : - The rise of Comparative public administration. Research and theory building by Riggs, Everett, Heady etc.

1960's : - i) NPA → starting from 1968, in Minnowbrook I, it aimed also discuss for a value-leden approach. Developing world - welfare. It was confined to developed countries.

ii) Development administration : - started with the demands of newly independent countries and rapid socio-economic development.

1970's : - The rise of public choice Approach, pushed by economists.

Remarks

1980's: → Roll back of the state as pushed by Reaganism and Thatcherism.
Minnowbrook II (1988).

1990's: → NPM and Entrepreneurial government.
The push was for privatisation and management practices in PA.

2000's: → The rise of the Governance discourse and Good Governance as defined by WB, IMF and OECD. Civil society, takes the central stage.

2010's: → New public governance and a neo-Webelian state.

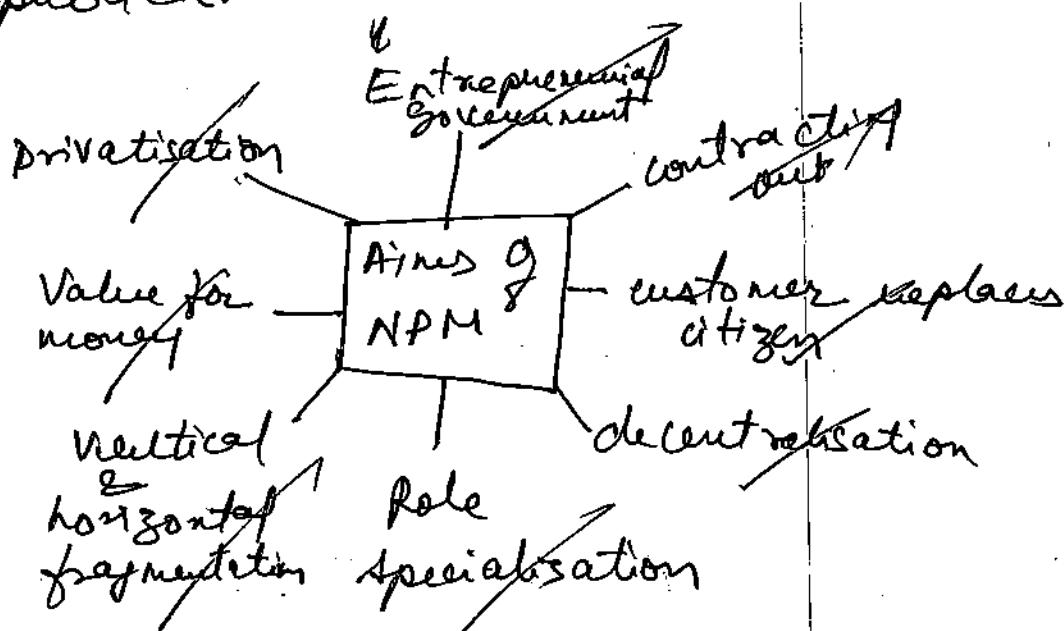
Normative orientations and theory building:-

i) The science of administration:- Theories like scientific management and classical management were propelled as giving the

Remarks

- ~~debtors more Focal point and
syndication, outsource etc. forward
this study more scope of peers~~
- ~~(i) Part of distribution and Post - distribution~~
- ~~(ii) Following of scenario; - FA and AP~~
- ~~iii) PA and development administration.
iv) Admistrative task, minor board I,
v) End of posturing; - the role of holding
commodities FA~~
- ~~iii) This is useful information; - broadly
iii) End of period~~
- ~~Debtors Heavily, know about major etc
metation. Review the result and
of a wide range of distribution and
concern it to be a valuable asset.~~
- ~~ii) The human resource; - Activity from different
use best way to get information~~

b) NPM started with its theoretical roots in Neo-Taylorism and public choice approach.



The demise of NPM:

Context: -

i) NPM caused fragmentation of in a well unified system. There was too much vertical and horizontal specialisation.

ii) Emphasis was given on single purpose agencies.

Remarks

- (i) Today ~~as~~ ~~not~~ ~~for~~ ~~to~~ ~~the~~ ~~work~~
to a lot of ~~of~~ ~~the~~ ~~work~~ ~~like~~ ~~work~~
- (ii) It would be ~~useful~~ ~~for~~ ~~to~~ ~~the~~ ~~work~~
~~in~~ ~~the~~ ~~work~~ ~~area~~ ~~and~~ ~~in~~ ~~the~~ ~~area~~
~~model~~. ~~As~~ ~~accountability~~ ~~mechanisms~~
~~result~~ ~~by~~ ~~yourself~~, ~~regarding~~ ~~work~~
amount of public ~~work~~ ~~you~~ ~~do~~
- (iii) It would be ~~useful~~ ~~for~~ ~~the~~ ~~work~~
in ~~the~~ ~~work~~ ~~area~~ ~~and~~ ~~in~~ ~~the~~ ~~area~~
model. ~~As~~ ~~accountability~~ ~~mechanisms~~
~~result~~ ~~by~~ ~~yourself~~, ~~regarding~~ ~~work~~
amount of public ~~work~~ ~~you~~ ~~do~~
- (iv) NPA being of private user promotional
activities ~~to~~ ~~public~~ ~~sector~~
cannot; -
- without
- (v) Also, coordination between ~~local~~ ~~authorities~~
and ~~central~~ ~~authorities~~ ~~and~~ ~~accountability~~.
- (vi) All sound problems of ~~political~~ ~~area~~
central, ~~and~~ ~~and~~ ~~accountability~~.

liberty etc.

- v) Loss of political control led to more politicisation of bureaucracy as politicians feared loss of control.
- vi) In case of natural disasters, terrorist attacks, global financial meltdown (2008); a more unified administration was used for central control.

Contradictions : -

- i) It promised to get the economy going but had to wider fiscal deficits and slowdowns.
- ii) It promised autonomy but led

Remarks

to more hierarchy and control.

iii) It promised better services but led to wider poverty and income inequality

iv) It promised growth but rampant environmental degradation, forced migration, loss of livelihood etc, result in skewed and less growth and development.

All these factors led to the ^{slow} demise of NPM. Politt and Boukant Harvey in their seminal article on NPM written that:-

NPM worked good in those areas where production was standardised. But where, it involved non-standard

(21)

procedures like health, education etc, it failed.

Moreover, it was more successful in developed countries than in developing countries due to lack of infrastructure.

Thus, while not dead, NPM has run its course. It is now being supplanted by ~~crook~~ governance, role of civil society, ~~new~~ public governance etc.

Good

Remarks

4. Answer the following questions:

- (a) Good Governance has been too vocal about its functional impacts, though its dysfunctionalities are quite obvious. Comment. (200 Words) (20)
- (b) "Globalization has led to the emergence of global corporates and cosmopolitan democracies, though fruitful, developing countries have not been able to savour its benefits in the same vein. Evaluate the statement with respect to Indian context. Provide illustrations or a case study for the same. (300 Words) (30)

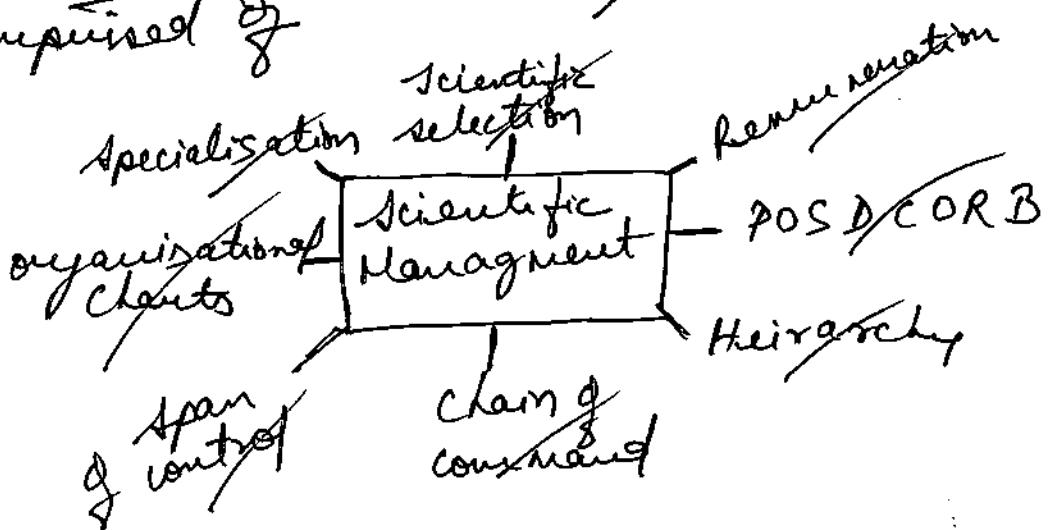
Remarks

SECTION-B

5. Comment in about 100 words: (10 × 5 = 50)

- (a) "Scientific management was a primitive tool of industrial polyarchy".
- (b) "Human relations movement was social-psychological approach towards industrial organizations".
- (c) "Before we criticize Weber for his lack of idea of ecology ,we must understand the ecology of his ideas".
- (d) "Subject matter view is the appropriate response to the theoretical ambivalence in public administration".
- (e) "Behavioralism was neo positivist ,neo bureaucratic approach disguised as humanism".

a) ~~The Scientific Management view as propounded by Fayol, Gullick, Urwick, Moorey etc, comprised of~~



It was useful for industries as -

- i) It promoted efficiency and effectiveness.
- ii) Claimed scientific validity.
- iii) Had a management approach.
- iv) Viewed humans as "Economic Man"

Remarks

(31)

- v) Was designed for production process.
- vi) ~~out~~ Was value-neutral.

However, with NPA, behaviorism and Ecological studies, it lost relevance, as it was realized that a value based proactive approach was needed. The

~~More Capitalist~~ myth of 'economic man' was broken and Waldo broke the basic premise required ~~of~~ Dichotomy on which Scientific Management was based. Even in management it was replaced by socio-psychological schools. Thus, its utility was limited to industrial polyarchy.

- ~~dominated by spiritualistic~~
- 5) The Human Relations grew out of the failure of scientific management and as a result of Hawthorne experiments.

It established new fundamentals like:-
Man is a social being instead of

Remarks

(Deliver a ~~short~~ ~~informal~~ ~~speech~~)
~~introduction but it will fit nicely to~~
~~outline and purpose of speech~~
~~and foot it~~
~~admission. If didn't address~~
~~symbolic use in the field of public~~
~~pol. pol., public interest, social economy~~
~~takes into account the class élite~~
~~and political situation. If old ad-~~
~~dition, if was only interested in~~
~~more much as carefully presentation,~~
~~role~~
~~Information should play a vital~~
~~part.~~
 !!! Note that in situations like a lecture
 on Economic Day.

c) Weber is criticised because, his ideas lacked an ecological component as proposed by Riggs.

However, one has to account for the fact that :-

- i) During the time of Weber, there were very few advanced countries with capitalist capitalism and a bureaucracy.
- ii) Developing countries were yet to come up ~~without~~ after 2nd W.W.
- iii) Most countries were monarchies with traditional or charismatic systems with no legal-rational bureaucracy.

Moreover, Weber did actually include ecological ideas :-

- i) He traces the growth of bureaucracy on an advanced capitalist system

Remarks

(S)

and the religious effects of the protestant ethics.

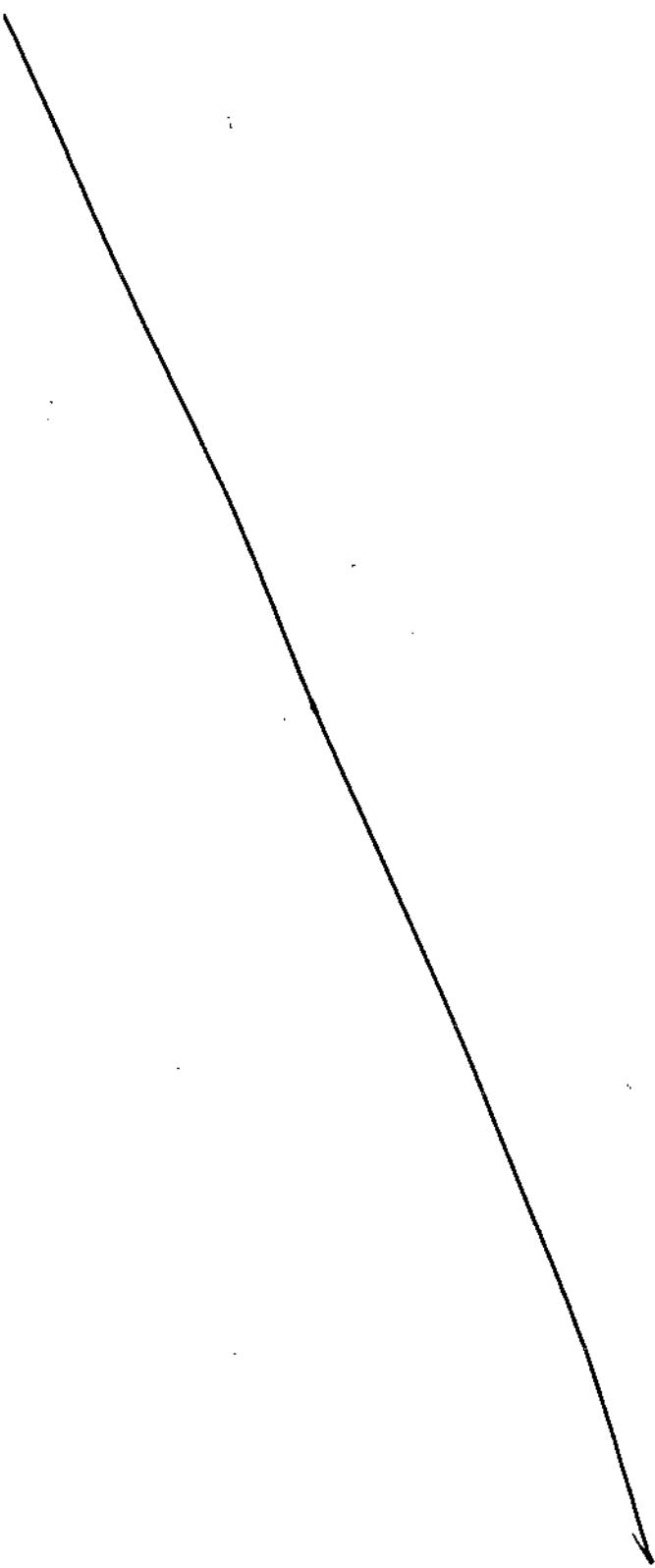
- i) He takes into account the Chinese and Roman bureaucracies, thus having a cross national component.
- ii) He justifies that depending on the society whether it is traditional, feudal, patriarchal one gets the administration.
- iii) He calls for (impersonal order) because he is aware of the affects of society and repetition.
- v) He accepts that it was democracy and rule of law and the desire to protect one's liberty that led to bureaucracy.

Thus, one needs to understand Weber's ecology and not criticise his theories on the merit of modern theories of administration.

Remarks

Good

d)

*Remarks*

e) Behaviourism traces its beginning to the Hawthorne experiments. However, as a theory, it was developed by thinkers like Likert, McGregor, Deenhardt, Maslow etc.

Neo positivist:- It still relied on scientific validation, experiments and empirical results. It considered it as objective knowledge.

Neo bureaucratic:- It was bureaucratic because it considered well organised systems; managers and leaders necessary. They had to be supported by rules, laws, regulations etc.

Humanism:- It considered itself humanistic because it put the satisfaction of individuals in the center. Therefore higher order needs, self-esteem, Theory Y, motivational factors,

Remarks

S

This question is - However,
 if we consider it as a community, as
 if they looked a value - local approach
 to city and not regional approach
 to city public in towns, country
 as ultimate aim was to aid information
 & project, offshoot and offshoot
 from this

Thus, if adopted the most common on
 this, now in future approach others
 will be NPA.

S

6. Answer the following questions:

- (a) Post weberian developments were either endorsements or refutations of Weber.
Comment. (250 Words) (25)
- (b) "If governance means interactional plurality in terms of collective societal problem solving, where do we place the phenomenon of gender as constituent of governance". Explain. (250 Words) (25)

a) Weber belonged to the orthodox era of public administration. His theories have since been attempted to be replaced by many new schools and approaches.

Endorsements of Weber:-

- i) The first to come was scientific management. Although it aimed at a science of administration, at its core were weberian fundamentals. These included: - clearly defined rules and law, a proper hierarchy, span of control and efficiency. It claimed to be most efficient like Weber.
- ii) Classical management of Fayol, Gullick, Urwick and the POSDCORB too had

Remarks _____

underlying Weberian ideas -

iii) The Human relations movement :-
 It aimed to change managerial techniques and realised the concept of social being. However at the core it accepted Weberian formulations of rules, regulations and hierarchy.

iv) The Behavioural movement! - Its motive was the same as Weber i.e. efficiency. Weber considered bureaucracy to be most efficient. However, it excluded factors like leadership, motivation, higher needs, self-esteem etc to increase efficiency.

v) NPM! - It aimed to revive Weberian ideas of control and efficiency in a more business oriented, fragmented system. At its core, it accepted Weber's central idea of rules, laws, regulation and structure.

Remarks

Reputations of Weber:

i) M P Follett and dynamic administration
was the first to question the weberian
ideals of authority, control, structure,
etc. She conceived the 'law of situation',
which is opposite of Weber's legal rational
system.

ii) NPA :- It attacked the weberian
notion of "impersonal order". It aimed
at a value-laden approach, attacked
(dictatorship) as pronounced by Weber
and the concept of efficiency.

iii) Good Governance :- It relegates
the weberian state to the back and promotes
the importance of civil society and
private sector.

iv) End of bureaucracy, wherein Talcott Parsons
the advocates that working

Remarks

→ include ~~methodological~~
~~Methodological~~

Post humanistic
phenomenological
model.

(191v)

GS SCORE

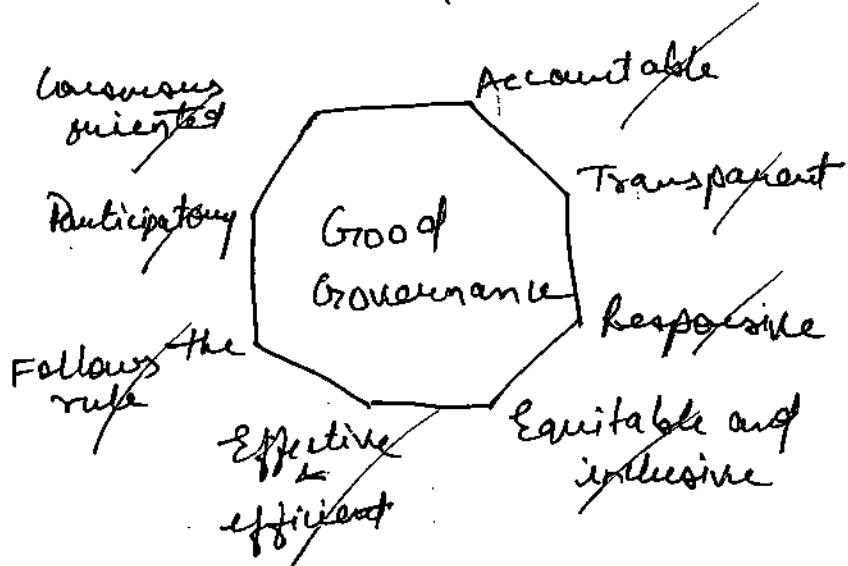
globalisation, IT and modern communication, bureaucracy will end. There will be no more hierarchy, structure or any control.

v) post-modern theories - They contain many schools of thought. They question the very basis of (grand-theories) or (organisation) and even the stability of language (semiotics).

Thus, even since Weber, his ideas have been the center of PA. However, the present situation shows that Weber's ideas, despite many assaults, have proven to be very stable than many would have thought.

Remarks

- b) Governance has been defined variously. A commonly accepted definition of governance implies the manner in which the government shapes its interaction with other players including citizens, the private sector and the civil society.



Gender and governance:- Scholars like Camille Stivers have brought the gender concern in governance discourse. As per them, gender is a constituent

Remarks

of every dimension of governance.
All the interactions of government has a
Gender factor. For them, Gender is a
socially constructed identity of a person.

Gender and civil society:- People from all
genders constitute the civil society.
Depending on their needs their roles and
contributions are different too.

For ex- women have normally contributed
more in the household. But with time
their roles are evolving. Factors such
as feminisation of the agriculture, by
caused women to step out of their
traditional roles. As of now 65% female
agricultural labour force is women.

Moreover, the needs of the third gender

Remarks

in this discourse has been realised only lately.

Gender and private sector:- The theories of organisation, organisational behaviour and management have, from the very beginning a masculine orientation. For ex - Motivation

Theory of Maslow or Douglas McGregor's theory are not gender specific. They only talk about an organisation which is predominantly occupied by males, in the American work force. However, a beginning had been made with the works of M P Follett, in her conceptualisation of Law of the situation and dynamic administration.

Gender and government:- Most governments have been led by males and imbibe masculine

(10)

~~values of aggression and power~~: Thus, even in 21st century, the 16th Lok Sabha has only 12% women representatives.

However, the discourse has changed starting from Women in development (WID) → Women and development (WAD) → Gender and development (GAD).

Thus, Gender concern is a vital component of PA. The Governance discourse has brought it to the forefront. Post-modern theories, now have taken a ^{very} fluid definition of gender. Thus, Gender is not only confined to the traditional 3 genders. It is a social construct having many dimensions like:

→ Disavowal
→ Gender Budgeting
→ Anti-discriminatory
→ New

Remarks

7. Answer the following questions:

- (a) "The abolition of bureaucracy is only possible by the general interest actually become real". (Karl Marx) (250 Words) (25)
- (b) "Follet's idealism is showing". In the context of the statement discuss her concept of functional authority, coordination and integration. (250 Words) (25)

Remarks

Remarks

8. Answer the following questions:

- (a) "Decision making is the heart of administration "comment. (100 Words) (10)
- (b) Simon's zone of acceptance is actually a tool of rationalizing decisions. (100 Words) (10)
- (c) Barnard's assumption of group being a manifestation of the individual is too simplistic an idea to be true. Comment (150 Words) (15)
- (d) E-governance is not the entire good governance. In this context evaluate the Digital India Program and it's fallouts. (150 Words) (15)

Remarks

Remarks

Remarks

Remarks

Remarks

Remarks

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Remarks