



An Institute for Civil Services

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PUBLIC ADMINISTRATION

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TEST - 01

87

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2 July 2018

- Complet your paper.
- provide balance view.
- provide conclusion in every question.
- Include ~~copy~~ concept wherever necessary.
- Break your answer into small paragraphs.

SECTION - A

①

Q1

a.)

with increased democratization and expanding role of the government, administration is supposed to fulfill myriad roles. Socio-economic development remains at the centre of the same. The cornerstone of such development lies at two very important components, i.e. change and equity. Weberian administration is based upon ensuring stability and continuity. It felt the administration is to continue even in a political vacuum and has to ensure status quo.

However, such an idea is flawed because status quo heralds progress. For eg: In India during 1960s and 70s, there was a paternalistic ad. which worked to stabilize the governance. It failed to bring any change in their attitudes. The socialistic attitude of early independence phase ^{have} ~~had~~ then transformed into statism because only same things were continued. As a result, people were only treated outsiders.

Weberian administration also focussed on value neutral bureaucracy. Nevertheless, such a bureaucracy would fail to bring equitable development. Every society inherently has diversified.

Include Jenson's call for participation.

Also mention other reason

interests, needs, state of development. Some sections of society are always more vulnerable than others. In such a scenario, administration has to play a more proactive role and need to have special values such as empathy, sensitivity etc. to help them.

Include
NIA-3.

Administration can't be egalitarian, for that wouldn't be successful in bringing meaningful reforms which could benefit all sections of society. Indian constitution for eg. ensures a positive discrimination despite equality. Some needs to be emulated by public administration too.

- b) The scope of public administration is ever expanding. From being narrowly described as executive activities by some thinkers to now being all encompassing (as suggested by NPM), it has gone a long way.

It is true to suggest that ad. has become such a quintessential part of people's life that it stays from cradle to death. However, such a wide view

3/2

could be detrimental for the identity of discipline.

Accrediting public administration as a special discipline was a seminal thought by Woodrow Wilson. All other thinkers preceding and succeeding him have taken a broader view of administration. For eg: with Taylor and Fayol, as well as Gullick and Uswick; -the administration has distinguished parallels with management. Simon and Bernard has included human relations as well. Later developments such as NPM, NPS, NPG, Development dynamics, Comparative administration (Riggs) etc. are further extensions.

All the extensions have rather caused an existential crisis for the discipline. The discipline has also fraught between 'art' or 'science'. It is very important to constrain the reins of the subject in order to make its approach more focus. Limited domain would make it significantly useful in solving day to day crises of the administration. For eg: dichotomy of the discipline from political science/politics would render the practitioners unbiased attitude and they could effectively optimize their expertise in the services they are supposed to deliver.

Also include
benefits
of
Narrow
approach

Relevant
approach

③

(4)

(3)

a. Weberian administration has defined the administration in rigid sense. After having seen the corrupt milieu; he had devised the aspects of administration in conventional manner which provide proved non relevant for coming times. Thus, New Public Administration was agreed to in order to reform the process.

In 1960s & 70s US had shifted to Public sector enterprises to overcome market failure of 1930s.

However, due to principles such as stability, hierarchy, neutrality etc. have rendered it ~~fast~~ ineffective. NPA brought a fresh relief by focussing on change, equity, relevance & value.

It emphasized upon bringing new ideas which were required with changing times. ~~Ort~~ Conventional administration had become orthodox for it

failed to include important dimensions such as need to bring reforms, make bureaucracy more responsive and responsible to people's need. NPA also aimed at ensuring equitable development rather than ^{mere} idea of social development. It wanted administrators to be empathizing with the special needs and ensure that effectiveness should be more in terms of people's benefit and less in terms of cost incurred for the same.

Social & Political need

Include other dimension incorporated by NPA in discipline of PA

Break into small paragraphs

(5)

3) d) Woodrow Wilson, father of public administration had first talked about dichotomy wherein he separated political questions from administrative ques. All earlier thinkers found administration to be inherent dimension of politics. For eg: Machiavelli, Kautilya; they have found both politics and ad to be important roles to be performed by the rulers. Such an outlook failed to distinguish occupied niche of public administration.

Political questions are concerned with values, setting up of goals, winning electoral mandate (or people's acceptance). The people concerned with politics are responsible to design policies. Administration on the other hand is an institution which is deployed to fulfill those goals and objectives. They work to implement the policies, review them and then provide meticulous feedback to the policy makers. They need to adhere to rules and regulations.

Policy making has its own types of paradigms (incremental and rationalist), enabling them to design policies while implementation of the same policies are to be done in the suitable manner already defined (in laws, constitution etc.) Amalgamation of these two fields limit the ability to define the exclusive scope of the public ad.

Also
discuss
problems
associated
with
science
of Adm.

Discuss
conflict
of
behavioralist
thinkers

Max Weber also focused on the dichotomy. His major emphasis was to do away with the 'spoils system' which was prevalent earlier. With dichotomy, an unbiased ad. would ~~is~~ be ~~work~~ carrying out his duties without any ill will or favour. To accord a status to the discipline, it was pertinent to ensure its dichotomy not only with politics; but also with other related disciplines.

⑥

relevant approach

e) Decision making is undoubtedly the most important aspect of an organization. The organization has to take several decisions which could be classified as:

i) Programmed (strategic)

ii) Non-programmed (day-to-day)

Design process is by and large about chalking out the long-term, mid term and short term designs in order to achieve the objectives. Importance of design process can be substantiated such:

- i) It ensures optimum allocation of scarce resources
- ii) It ensures budgeting as an important tool for fiscal prudence.

91/21

ii) It works at deployment of choicest manpower (personnel) which could enable the accomplishment of desired results

7

include
feedback
or

iv) It also makes the training process more effective as the focus remains unbridled

Unwick
confusion

v) It helps in bringing coherence with and convergence of myriad interests of the org.

fulfills
principle

vi) It helps in reducing the wasteful expenditure
vii) It streamlines the evaluation process and services could be done more objectively.

Some ego of designs could be policies such as monetary, fiscal, defence, foreign. In some sense budget also is a design which optimizes decision making of all stakeholders.

General approach

(4)

6) Globalization is a phenomena which has gained traction since a few decades. This deals with open borders, wider connectivities, easy movement of goods, services, people; ensure cultural synergy and has allowed people to integrate despite their ethnocentric differences.

Since In economic sense, it is a process of utilizing comparative advantages of different nations and thereby have an efficient system of trade. In making of a product or service, more than often there is a contribution of people from several nations. Apart from utilization of resources; it tends to provide employment, higher incomes, ^{improved} standards of living across nations alike. This has led to emergence of Multinational Corporations (MNC)

The economy is not only limited and the spell over impacts of globalization reaches beyond also include transmission of political and cultural values and ethos as well. This has in turn led to more cosmopolitan democracy. USA is a pertinent eg. of the same.

(8)

Nevertheless, the positive impacts of such an integration of resources and people have ~~an~~ inevitable impacts. While they've benefited the developed nations, developing nations have remained rather bereft of its positive outcomes while they've been at the receiving end of cultural values of developed nations; their culture still remains elusive to rest of the world.

As is often alleged, that globalization has rather been much about Americanization than anything else (critique of anti development thinkers).

There has been increasing inequalities both among the nations as well as within the nations.

In Indian context, as has been highlighted by an inequality report by Oxfam,

1% of Indians corner 22% of national wealth. The figures have aggravated since India embraced LPG reforms in 1991.

India has not been able to contribute to the global value chains as well as for eg. nations such as Korea, China etc. have done.

India's trade deficits with

Good

(9)

• There has been regional imbalance within India. As per a report, only 8 states in India corner almost 80% of incoming FDI. As a result, there is formation of islands of prosperity in ocean of poverty.

• There has been a net brain drain from India. Indian professionals such as doctors and engineers have contributed more in other countries than they've in India. In India, there are only ~~1~~ doctor among 25 patients, 1 cardiac surgeon among 2000 patients. (WHO recommends 1 doctor in every 19 patients).

• Indian administration has not been able to efficiently adapt the new changes and their conventional ways (Weberian ways) have resulted in only cost and time delays.

However, to say that globalisation has not performed as done anything in developing nations, would be an overstatement.

1. India has been able to reduce poverty in 25 yrs more than it did since independence.
2. Indian youth is now able to access and get jobs in MNCs due to their inherent skills.
3. There has been immense infrastructural development. Programs such as SEZ, Sagarmala, Delhi Metro, Industrial corridor, DMRC etc. are e.g.

8/12

Indian society have become more culturally advanced than it earlier has been. It has become more cosmopolitan, inclusive, expansive. Eg: notable improvements in status of women or their empowerment.

There are both advantages and ~~disadvantages~~ pitfalls of the globalization for developing nations. Effective reforms in administration, more openness, allowing ease in doing business, augmenting capacities to contribute to global value chains, revamping human development and thus social infrastructure, upgrading physical infrastructure and investing in research and development could be few way forwards for countries such as India to fully embrace the phenomena of globalization.

→ General approach

→ Include theoretical dimension under
as Neo-liberalism, FCA,
NPM, good governance etc
perspective.

→ Changing role of State
→ Market v/s State debate

4) a) Good governance became a *quid pro quo* after the decolonization of third world nations. These countries were ravaged at ^{the hands} of colonial authorities and, for their reconstruction and development, US govt. ~~several~~ philanthropy provided finance. However, in order to ensure optimum allocation and utilization of these finances, these countries had to ensure 'Good governance'. Some of its features are:

1. equitable socio-economic development
2. Integrity and efficiency of administration
3. Participative governance.
4. Decentralized decision making
5. Reforms in education and health
6. Involvement of stakeholders in review of govt's performance.

The functional impacts of good governance not only ensure development, but also fruitful distribution of the same among all sections of the society ∴

1. It aims at tackling corruption and reducing it both systematically and systematically.
2. It promotes utilization of e-governance and other applications of ICT to bring meaningful

Reforms:

3. It works on reducing human interference. For eg: India's idea of 'Minimum government, maximum governance'.
4. It tends to simplify complex legislations, like to discard old laws and bring in instead simple laws which could be easily understood and not manipulated.
5. It aims to strengthen functioning and role of regulators.

Despite all its functional impacts, its dysfunctions could not be ignored.

1. It still remains discretion of the government and hardly being people's decision on force. For eg: Failure of 73rd and 74th amendment act. The state governments are unable to share their power with gram panchayats.
2. E governance has rather centralized the position of the central govt.
3. It still fails to address the menace of terrorism, radicalism, militancy and other such activities of non state actors.
4. Without dramatic reforms in administrative authorities good governance would remain a misnomer. As Nishikant has pointed out

that administrators are self aggrandizing in nature and therefore would be reluctant against dilution of their authority.

In order to make good governance successful: govt. need to be more proactive.

Empowerment of social capital, effective resolution of conflicts, confidence building measures, ensuring transparency through RTI, conducting social audits, reforming judicial system and last but not the least adhering to "constitutionalism" could make good governance more effective.

→ Also include why there was a need of Native model of good-governance in how it is successful in various countries such as India - S.H.

→ Incorporate criticism of west model of good-governance.

(14)

8/12

Q.5.)

a)

'Rule of thumb' - was a prevalent way of working in industries before scientific management (SM) ideas of Taylor came into being. Workers were recruited arbitrarily, and were paid according to the wishes of industrial owners. Training and performance appraisal were conspicuous by their absence. SM, on the other hand introduced scientific principles which if followed could ensure efficiency in the organization. It laid out principles for recruitment, training, wages, performance appraisal etc. It introduced ideas such as 'one best way of production', for training and evaluation; 'piece rate system' for compensation; 'functional foremanship' for management etc. The central concern of this sort of management was to augment capacities of 'human' as a factor of production. Because of its rigid principles, it led to the organizations using human labour as machine. The org. were made a mere physical system where

multiple foreman (8) would direct how labour were ought to function. These foreman from both planning and management department, would continuously supervise the work. Workers could not perform their tasks in any other way.

Good approach

Thus it could be said that was a primitive tool of industrial hierarchy.

(16)
Include criticism.
eg - Marxist

b) Classical thinkers such as Taylor, Fayol have considered organization as physical system. For them, human are another factors of production. They could neither do work their way, nor could interact with their colleague. Work was considered as only thing. These thinkers believed, that it is just the 'money' which acts as motivator for workers.

However, after short lived success, there was a rapid decline in productivity of industrial org. which adopted classical approach. This set in ground for Human relations thinkers (HRT). They considered org. as dynamic spaces which was beyond physical system.

Q12

They adopted socio psychological approach. Elton Mayo and MP Follett are great thinkers in the same. Chester Bernard too has contributed.

17

They discarded classical approach ^{such} as hierarchy, authority, discipline, money as an incentive. Instead they established role played by factors such as recognition, prestige, status, social interactions important for an org.

Hawthorne with famous experiment, Mayo, also recognized role played by informal org within formal org to enhance efficiency. Similarly, Bernard too resonated importance of informal leader, to in order to expand 'zone of indifference' and thus acceptance of formal orders. He gave concept of general incentives and specific inducements to make org more effective than just efficient.

MP Follett came out with seminal ideas of integration as an effective way of conflict resolution and law of situation, which aims at reducing the rigidity of hierarchical organizations.

Good

18
3
a) Weber is an 19th century sociologist, who in German society. He had seen high levels of corruption, patronage, spoils system in recruitment of administrators, political clamour in the administration, oligarchy etc.

All these aspects of governance have rendered the German administration ineffective. There was absolute dearth of real socio economic development. Policies were suffering from paralysis and ineffective implementation.

All of his experiences led him to devise his theory. His theory is nonetheless critiqued of being ineffective in different societies. His principles of neutral ad., merit based recruitment, hierarchy, discipline, stability and continuity etc. have been inefficient in addressing demands of administration both as discipline and as well as principles.

In order to overcome pitfalls of his own ideas, he came up with robust solutions as well.

He has focused on curbing institutionalisation of bureaucracy by making it more representative, rule adhering etc. His ideas are inspired by his milieu and would obviously be subjective and must be thus seen in their sense.

I believe
Weber's
views on
power,
domination,
authority,
consequently
bureaucracy.

31/12

19

d) From classical thinkers to neo modern thinkers, public administration (pub ad) has seen several locus and focus of study. With every new thinker, a new niche has been carved and the classification of discipline into science or art has become complex. (Taylor, Fayol).

Classical thinkers, with their universal principles aimed at bringing out idea scientific management. Their focus on physical aspects was however critiqued by neo classical thinkers (MP Follett, Bernard). For the latter have focussed more on social-psychological aspects. Again they too had tried to give universal dimension to the discipline.

Simon with his relentless focus on models of decision making using techniques such as LPP, Matrix, PERT, CPM, Pareto optimality etc. too have tried to accord status of science to the discipline.

Include Merriam-Webster

Later on, behavioural thinkers too propose new things in order to justify science of administration.

Thus there has always been ambivalence

When it comes to defining theoretical ~~low~~ contours of the discipline. Also, the focus of discipline has expanded hugely. There is a need to focus on the subject with all its nitty gritty, involve research at all practical levels and dedicate separate academic discourse involving discussions and details in order to limit the matter of discipline and come up with concrete theories.

- c) Behaviouralism was a transgression from ~~neo~~ classical theory. It aimed at socio-psychological approach rather than physical approach to treat humans ~~different from~~ machines. ~~and neo-bureaucratic~~

It was neo positivism because.

- 1) It aimed at ensuring participation of people in decision making (participative management by Bernard).
- 2) It dismantled hierarchy and introduced instead 'law of situation' wherein situation would make someone to assume position of leadership and not a permanent status (MP Follett)

3

3.) It changed the transactional leadership into transformational wherein leader would motivate others by not directing them; but involving them

(21)

4.) It didn't aim at centralization of power.

5.) It went beyond economic idea of efficiency of organization towards idea of effectiveness.

6.) It also focuses on development of interpersonal relations through integration (Follett) for conflict resolution; or informal org (Bernard) for acceptance of orders.

→ Conclusion missing

BB

6)

a) Weber is one of the most important thinkers in the administration. Several theories revolve around his theories. They either tended to suggest reforms in Weberian system, or extended its contours or rejected it outrightly.

Developments endorsing Weber:

- 1) Fayol principles → Though they were brought out for industrial org. unlike Weber's bureaucratic org; yet the ¹⁴ principles show convergences with Weber's ideas. Some of them are - unity of command, discipline, hierarchy, adequate compensation, control etc.
- 2) Gullock and Urwick too endorse Weber's idea through their idea of management enshrined by PODSCORB; with special emphasis on planning, staffing, direction, performance appraisal or review etc.
- 3) MBA, apart from changes such as equity, change, relevance^{value}, has its core in Weber ideas only. It didn't detract from core principles of Weberian administration such as recruitment, discipline, rule oriented etc. MBA is thus often called.

Q1/2

old wine in new bottle.

Nonetheless, the neo-classical as well as modern thinkers have ~~refuted~~ Weber.

(93)

- 1.) His ideas of authority, power, accountability etc. have been challenged by M. Pallet. With her idea of 'law of situation' she has rather ~~reversed~~ Weber's idea of hierarchy and command.
- 2.) Bernard too has rebuked Weber's idea of rules, direction, etc. and has come up with '~~strict~~ conditions' which an order needs to possess in order to be complied and conformed to by the people.
- 3.) Value neutrality, stability and continuity of Weberian administration are challenged by NPA which ~~has~~ found these features to be non relevant for the administration as a whole.
- 4.) Later thinkers of leadership such as Douglas McGregor, Chris Argyris etc. have also found Weberian ideas non suitable.
- 5.) Isolation of administration from other sub systems of society such as culture, economy, etc. have been critiqued by Riggs in his Comparative Public Administration.

Include
PLA, NPM, NPS, etc

theory
Several other thinkers of the discipline have found weberian ideas as fundamental to articulate their opinions either in favour or against

3 ~~Relevant~~ Approach Refer Model Answer

6. b) Antony Downs and Niskanen have argued that NPM models would be insufficient in bringing about desired socio-economic development. They ~~so~~ believed that only handful of bureaucrats aim at serving people's interests and the rest are self aggrandisers. In such a scenario, governance aimed at solving societal problems could not be ensured only by single institutions.

NPM with its neo right philosophy, brought to the fore importance of institutional and interactional plurality. This involves participation of inst. such as private sector, civil society organizations, NGOs, Media, people themselves, in order to solve problems.

Gender plays a significant role in construction of societal ethos and attitudes. In general, most of the societies are male dominated, leaving less freedom for females to participate ~~society~~ in governance. However, being 50% of the population, women can't be bereft of opportunity of participating in their governance.

This is now being realized and steps are taken to ensure the same.

For eg: i) In India, 73rd and 74th amendment acts aim at reserving 33% of seats for women in local administration.

ii) Similarly, efforts are made to ensure passage of 108th amendment bill in the const. which would ensure same reservation in parliament and state legislatures.

iii) Voluntary groups such as self help groups, initiated in Bangladesh, is gaining traction in several south Asian countries (including India) with mixed success.

Women's role in governance is indispensable. Not only they become empowered; they also ensure representation of voices.

General women. Women are tend to be seen more sensitive towards other women and aims at alleviating their ill as well. (26)

However, efforts of making governance, gender neutral have not been ~~so~~ entirely successful. For eg: there has been promotion of proxy men leaders in Indian local government in lieu of women.

Participation of women is also restricted due to cultural and other social factors.

In US latest election, despite powerful campaigns ~~and~~ anti women stance, the candidate of Republican party won the elections defeating woman rival.

Similarly in many developed nations such as China, Japan, France etc. women have not attained high status in governance.

Remarkable eg. here could be of Germany. The current ~~leader of these~~ chancellor is a woman and has shown appreciable improvement and comprehensive development of the German society. India has for time being 2 women in leading positions of the cabinet.

10
Times are changing as far as gender as constituent of governance is considered. Yet, it is far from being completely inclusive.

Efforts towards the same should be embarked upon in order to make governance gender neutral and sensitive, which happens to be

Good Approach
Major pitfall of societies
Also referred to as Patriarchal Model

7.)

9.) Karl Marx was critical of bureaucracy as he found it as an extension of leading Proletariat's interests.

He felt, Bureaucracy because of their rule orientation, rigid structure etc. would impede interests of workers. For eg: Marx believed in bloody revolution in order to instigate class consciousness. In a situation of revolt, the law and order is primary casualty. The Administrators would aim to address the chaotic situation. As a result, workers' demands would remain unheard.

General interest, according to Marx is the abolition of private capital, ~~the~~ ownership of factors of production by community, ~~etc. state led~~ ~~interests~~. Workers and peasants according to him were major reasons for economic development. He believed that their interests thus are pertinent. However, for that, there needs be communism and ~~state led~~ intentions need to be done away with.

Bureaucracy is the institution which is largely self aggrandising (Nishkannan), value neutral (Weber), rule oriented rather than goal oriented (Weber).

Such an ~~instit~~ institution is an instrument to be used in order to implement policies, instructions. These policies are not really reflective of ground reality as and are formulated ~~on basis of~~ to cater the needs of rich and powerful (Elite Mass model, incremental paradigm)

8

29

Thus for amelioration of workers' rights and interests, bureaucracy needs to be abolished (acc. to Marx). A decentralized approach ensuring participative management and collective decision making by the common people would instead be required.

In order to establish general rules, real powers need to be deconcentrated away.

→ Criticism of Marx from bureaucracy.
by economists justifying the same:
deterministic

Since 1947, India has come up with several programmes for local governance such as community development prog.

Include: hill area development prog., desert development prog., tribal sub plan etc.
In defence support however, none of them brought appreciable of blatant outcomes. As reported by Shok, Minto committee, the failure was attributed to bureaucratic approach.
73rd and 74th acts actually have decentralized powers.

However, in today's context, instead of abolishment of bureaucracy; making it relevant, ~~(not)~~ equity and change oriented

(MIPA); It could be ~~made~~ mobilized to ensure fulfillment of ~~real~~ interests of the people.

②

b) ~~Critical~~ Classical theories over time period became unsuitable for then contemporary org. Attrition rates went up and so the tussle between workers and industrialists. Physical & system approach became unsuccessful $\therefore$ of its lack of consideration of socio-psychological ~~approach~~ dimensions of human. Also classical thinkers, with their seminal contributions, brought about a new breathe to ~~organizational~~ theories.

Mr. Follett came with her 'seminal' theory and idea. Some of her concepts are:

1) Functional authority $\rightarrow$ she dismissed idea of 'positional authority'. Acc. to her, leader is not at that position by

9 virtue of his stories, but should be, by attributes of ~~act~~ functions. Thus, she came out with idea of 'law of situation' i.e. it would be decided by given situation as to who would lead the others. Once, the task is on, the person would evoke his leadership. Thus there would be no rigid concept of authority or imper order.

(31)

2) Coordination - she believed that every person is equally capable of taking decisions and act accordingly and thus it should be coordination and not direction which should ensure accomplishment of a task.

3) Integration - this is one of her most laudable principle. She believed that conflict resolution is an indispensable part of any organization. There are 3 ways to do so.

i) Integration ii) dominance and
iii) Compromise

~~Dom~~ She believed, for a long term sustainable solution, parties concerned

in a conflict, should sit across the table. They should then divide conflict into small sections and propose solutions part wise. Once this is done, all the solutions should be then integrated to come up with comprehensive solution.

However, his critics felt that she's way ahead her time. Although her ideas are great, but not always practical and pragmatic to be implemented. For eg: despite all the efforts by New Delhi to send int'l negotiators to Jammu and Kashmir to resolve conflicts; success has been debating.

Similarly, law of situation can't be implemented in crises like situation and also in a very big organization.
 Relevant approach
 Eventually, it could be said that though his ideas are not real solutions to organizational crisis, they can however be leveraged to arrive at meaningful reforms.

Include Peter Drucker view on follet