GSSCORE

An Institute for Civil Services

IAS TOPPER'S

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SAMEER SAURABH

RANK - 596

PUBLIC ADMINISTRATION

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Time Allowed: 3 hr.
Max. Marks: 250

Instructions to Candidate

- There are EIGHT questions divided in Two Sections.

- Candidate has to attempt FIVE questions in all.

- Question No. 1 and 5 are compulsory and out of the remaining, three are to be attempted choosing at least one question from each section.

- The number of marks carried by a question/part is indicated against it.

- Answers must be written in the medium authorized in the Admission Certificate which must be stated clearly on the cover of this Question-cum-Answer (QCA) Booklet in the space provided. No marks will be given for answers written in medium other than the authorized one.

- Word limit in questions, wherever specified, should be adhered to.

- Attempts of questions shall be counted in chronological order. Unless struck off, attempt of a question shall be counted even if attempted partly. Any page or portion of the page left blank in the Question-Cum-Answer booklet must be clearly struck off.

Name _Sameer Saurabh_

Mobile No._____

1. Invigilator's Signature _____

2. Invigilator's Signature _____

Date _____

Signature _Sameer Saurabh_

REMARKS

SECTION-A

1. Answer the following questions in about 150 words each: (10 × 5 = 50)

   (a)   "Organizations are in essence purposive human associations".

   (b)   "Decision making is an abstract model of research use".

   (c)   "In contrast to participatory decision making and pluralism, elite theory assumes that a select few are afforded the privilege of making decisions".

   (d)   "Hierarchy is the linkage of civilian officers in a chain of command and responsibility of the main two-way highway along which public business is an endless stream. (LD White)

   (e)   "The circumstances of departmentation are partly administrative and partly political".

"Organisation as a purposive human association" was in reaction to the classical assumption of human as now important part and techno economic is most important aspect of org^n.

– Elton mayo and subsequent human-relation thinkers have suggested a ~~institution~~ Organisation as a human collective and most important aspect of organisation.

– Subsequently with advent of behavioural concept it is put forward that human is resource personifying which ~~realise~~ realises other part such as techno-economic aspect.

– Later on, around 1960 concept of system theory evolved which put human as "first among equal" i·e

Power Sub system, techno-economic Sub system and human sub systems are both ~~necessary~~ necessary but human subsystem is ~~most~~ first among them.

Human Sub system

equilateral triangle

Power Sub system

techno economic Sub system.
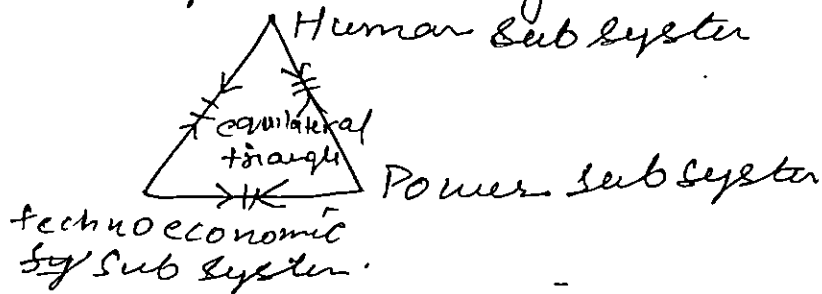
There fore It can be said that organisation although has various sub parts but its human association which make Organisation Purposeful.

②As observed by Herbert Simon "Every Organisation, every human in organisation is decision making entity" i.e whatever Organisation or its human grouping perform is a part of the the decision they have made.

- Hence studying "decision making" is a prime research subject for studying organisation & its subsystems.

- For example :- Even after so much of promotion about Swatch Bharat Abhiyan why still people tend to defecate in open inspite they have toilets at their home. Now this is the decision of person of ~~not~~ defecating in open need to be researched for making him realize his mistake & promote him to change his decision of defecating in open.

~~Then~~ Simon has made an important observation that in an organisation if ~~the~~ managers has to appeal his subordinate to do a certain thing/work ~~was~~ which they where

resisting, has to first research about the reason for such decision & then only it he will be able to modify their decision.

Therefore we need to understand that every one is capable of decision making & hence it most important aspect for studying organisational structure and hence an abstract model of research use

During classical era there was a belief that "knowledge is at top" that is a person sitting at higher place has only authority to make decision & rest has to just implement it. Elite theory was similar view that only certain few can be afforded the privilege of making decision.

They were of the view that average common man is indolent, gullible and prone to mistake, irresponsible, unambitious and dull and hence the so called elites need to centralise the power, Observe strict surveillance, frequent inspection & use carrots and stick to get work done.

In contrast to above view behavioural thinkers like Chester Barnard, Chris argyris has put forward the theory of participative management or decision making where decision making is done by combined effort. It promotes managers to have cosmology about their subordinate that

they are hard working, self decipline, responsible, love to take responsibilities and care for organisational Success apart from theirs own advancement.

This participatory decision making and pluralism will lead to a situation of goal ~~congru~~ congruency and win win situation for all where as privilege decision making will induce frustration & demotivation among rest.

L D white an early public administrator thinker who put special emphasis on hierarchy of public ~~ser~~ servant. This statement is proving ~~that~~ is view only. Acc to him hierachy is important aspect which link every public servant in a chain of command ~~to~~ & variable responsibility for the public business which is perennial and flow in both directions — top to bottom & bottom to top.

- All Classical thinker of public administration (PA) ~~put~~ ~~were~~ were of view that hierarchy ensures good discipline, work accountability and public benifits. And it it is maintained then public concern will be properly taken.

- In hierarchy always information and decision flows along two way highway i.e. top authority makes decision pass it to lower hierachy to implement and all problems faced by lower hierachy are transmitted ~~via~~ back to top hierachy via same hierachy and after modification

again decision are moved, downward & this up to cycle of public business continues endlessly.

Hence in a public servant chain of Com Command Hierachy plays an important role for ensuring public benefits

§ Departmentation is a concept put forward by Gullick & Urwick in their POSDCORB function. He was of the view in contrary to other thinkers that departmentation is of special importance in government functioning.

- ~~He put forward the view of departmentation~~

- Above quote put forward the view that departmentation is not just of administrative importance but also have political significance i.e it negals the politico-administrative dichotomy. ?

- It emphasise that department plays an important role in not the implementation of schemes but also involve in political process of designing the scheme.

For eg. Cabinet Secretariat in India not just follow the command of political executive but also contribute to the political decision making via facts, knowledge & specialization in subjects."

There fore assuming departmentation
as only administrative unit will be
wrong and its ~~needs~~ importance in
political process needs to be acknowledge.

2. Answer the following questions:

(a) "Generally speaking, line constitutes action, staff advice, line is hierarchical, staff collateral, line is authority, staff influence. What the correct relationship between the two types must be is still under debate". (Dimock and Dimock)

(200 Words) (20)

(b) Though delegation is an essential part of modern organizations, it can never be implemented at random. Identify the hindrances to delegation. What are the differences between delegation and decentralization? Will decentralization be more effective where political participation of the citizens is inevitable? Give examples.

(250 Words) (30)

a) In content of above statement it can be said that it tries to signifies the difference in functions, roles and method of influence of staff & line in an organizational setup
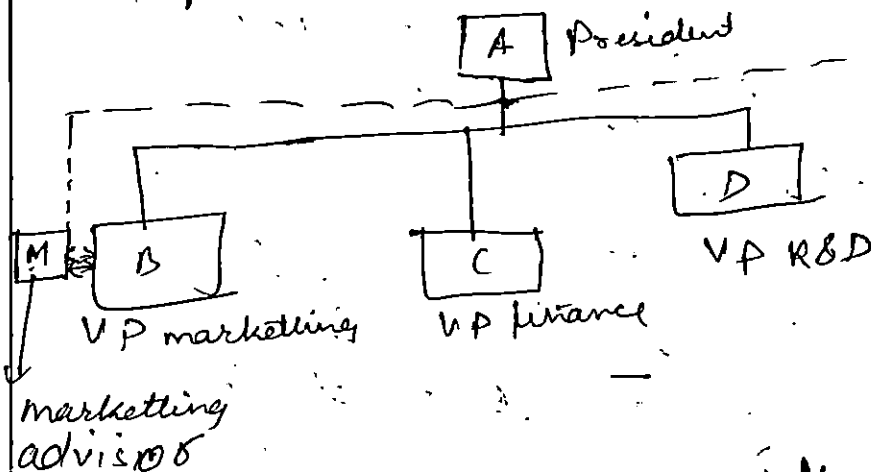
Here we can see that A B C D are in line setup where as M is staff in marketting department who advises B (VP marketting)

It is generally assumed that staff has following powers

* advice the line member.
* it is parellel body.
& and at most it can influence

where as line members can.

- take action
- it is hierarchial
- and has authority to direct subordinate

But ~~always~~ Dimock & Dimock ~~was~~ was apprehensive of this idea of role segregation because.

- Staff has knowledge and hence line member alway have to consult him in critical situation. Hence staff can indirect control also.

- Although staff is not hierarchial as line but it can be hierarchial internally as here marketing advisor for president will be at higher level that marketting advisor of VP.

- Similarly since staff has knowledge power he ~~can~~ pseudo authority over function of organisation due to his knowledge.

Similarly line members lacks
subject specific knowledge and hence
need to be dependent on staff.

• Similarly he has to take action as
per suggestion of staff if he lacks
knowledge.

• This may it is very difficult to
establish a correct relationship between
staff & line functionaries as both have
interdependency and their role get changed
as per situation.

(b) Deligation, decentralisation, democratisation
its are modern concept of governance.
In scenario where environment is highly
dynamic and changes unilaterally, the organisation
needs to be a flexible system which
are provided by the above 3-D method.

But it need to keep in mind that
these 3-D are not as simple as it seems
and for success and avoid chaos a
proper care need to be taken as there
are several associated problems with
them. Such as.

- ~~Auto~~ Authority to which it needs to be delegated is incompetent to perform such function. This happens generally due to ~~lack~~ of training, & knowledge. For eg. PRI's lack knowledge & hence often state refuse to delegate them authority

- **Not will to take responsibility**: This is problem often faced by local government in India as they are not willing to take responsibility due to lack of interest.

- **For maintaining uniformity**: Railways or Civil Services has been kept under central control in India to ensure uniformity of application in all parts of India.

- **Emergency situation** are another reason to avoid delegation or recentrali-sation. For eg In India After applying Article ~~32~~ 352 governance is Taken over by centre for whole country.

Remarks

Delegation & decentralisation although used equally. ~~have~~ has fair amount of differences.

Decentralization	Delegation
1) authority also delegated	authority remains with the ~~dele~~ delegating body.
2) Final responsibility also delegated	Final responsibility resides with the delegating body.
iii) Control over decentralized function by higher authority is limited	Delegating body has full authority over subject delegated to the lower level
~~For eg~~ ~~Before~~ After 73rd & 74th Constitutional ~~amend~~ ammendment there was decentralisation of governance at lower level	For eg — Before 73rd & 74th ammendment panchayats were there but their functions where delegated by state government & at any time whole body can be ceased to be operational at will of state

Before 73rd, 74th ammendment panchayat where existing at will ~~to fancy~~ of State government. After 73rd & 74th ammendment Gourance is decentralized and power to local level was ensured by Constitution. But till now what was expected from such decentralized is not achieved but even then it has empowered people to think for themself as

- due to diversity in country like india
- difference of customs, beliefs
- ~~due to~~ each States own different trajectory of development

it became necessary to decentralize in order to.

- ~~to~~ promote people to think for them self
- decentralised & specialised planning
- bottom up decision making
- and empowering people.

Remarks

Remarks

3. Answer the following questions:

(a) "Idiosyncratic theory of leadership focuses on integration of situation, group and leadership style with an overall influence system of leadership". (Hollander and Julian". Comment.   (200 Words) (20)

(b) With respect to decision making process and its dysfunctionalities, explain the following:

   1.   "Illusion of invulnerability"

   2.   Stereotyping

   3.   "Illusion of unanimity"

   4.   Self-censorship

   5.   Bandwagon effect

   6.   Groupthink   (50 Words Each) (6 × 5 = 30)

Remarks

Remarks

Remarks

Remarks

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Remarks

4. Answer the following questions:

(a) Discuss Fiedler's contingency model of leadership. How far do you agree that this model tends to become rational-prescriptive in nature and has limited utility in the real world. (250 Words) (25)

(b) "Morale is a self-stimulating incentive created within the minds and hearts of the workers" (HG wells). In the context discuss the relationship of morale and productivity, morale and ethics in civil services and morale as reinforcement. (300 Words) (30)

Remarks

Remarks

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Remarks

SECTION-B

5. Answer the following questions in about 150 words each: (10 × 5 = 50)

(a) "Communication is authority"

(b) "Incrementalism is a process of successive approximation of some desired objective"

(c) "Normative optimal model combines "muddling through" and "rational comprehensive model". (Dror)

(d) "Departmental forms of organization are vulnerable to political sabotage"

(e) "In the behavioural science context, noise includes those factors in each of the elements of communication that can reduce message fidelity"

Thinkers like Barnard, Argyris has put special emphasis on communication in organisational management. In fact Barnard in his 3C functions of executive i.e. Communication, Commonality and contribution, Communication was important function of executive

Barnard was of the view that positional power or authority is not conducive for organisational development in long term run and executives has to make use of his communication skill to get his subordinate work.

- He said for coordination, communication is very effective channel to get it as " coordination is never given, it has to be earned".

- Communicative power of executive can persuade even denying employee to work.

Therefore it will be correct to say that communication is real authority. and positional authority gets success only due to ~~the~~ communicational authority

6) Lindbloom put forward his view of incrementalism in a reaction to rational method. He was of the view that sudden enormous change may harm the institution rather than benifitting them. Hence organisation must take incremental step to achieve his objective
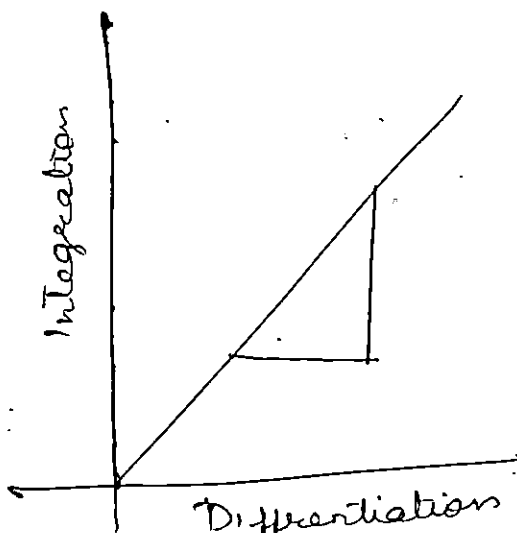
Rational method
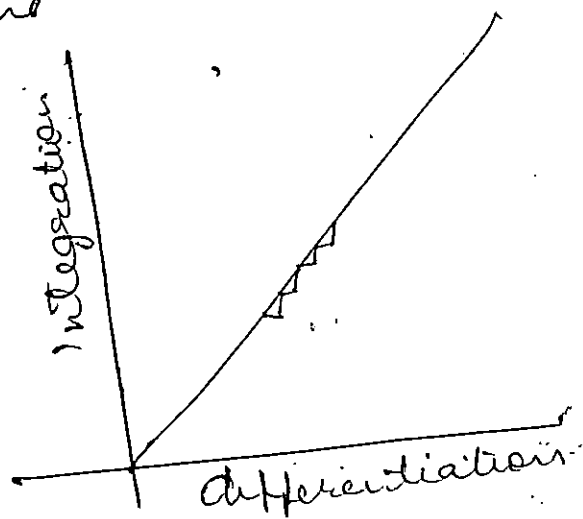
Incremental method

Every objective has two steps first differentiation of functions or objective into sub parts and then integration of those subparts such that goals of each sub parts leads to over all goal

Here incrementalism view has preference to successive small differentiation & then integration rather than going for large differentiation as such method may produce differentiation easily but subsequent integration would be difficult and hence will create more problem.

Hence to achieve objective of change incrementalism method of successive change is best way to achieve goal.

Normative optimal model" of Yezkel Dror was in response to the limitations of both incrementalism method & rational method.

Dror was of the view that rational method is highly risky and may create more problem than providing solution due to its large change. Similarly incremental method " muddling through" concept of change will result in very small change which will with time get eroded and in reality left with no change at all."

To counter these problem Dror put forward his Normative optimal model which combines benefit of both model and leaves there demerit.

- In this model for non important, homogenous work and routine work incremental method of "muddling through" was recommended as going for large change is ~~important~~ not required.

But for certain important change. For example it people became more knowlegeble of their right or want to take decision concerning them then in such changed senative incremental change will not be effective and hence rational change or comprehensive change is required which government has taken in the form of Local government Act.

(d) Departmentation has been put forward as important feature of government functioning as put forward by bullick and winick. But such departmentation is much vulnerable to political sabotage.

In departmentation method there will be a head from permanent executive (secretary in India) with is responsible to Ministry under which that department fall. Here Minister has complete decision making authority and can work suomotto.

This ~~method of~~ suo motto power make departmentation prone to ~~be~~ be influenced by minister who can use it to take political milege. For example:- In 2G Scam telecom minister used his power to aution 2G spectrum useing his method of First come first get and telecom secretary was forced to accept his recommendation

This way Departmentation can be Sabotage by political ~~sabotage~~ executive. Matrix form of organisation can be solution to at more there is collective decision making rather than unilaterally
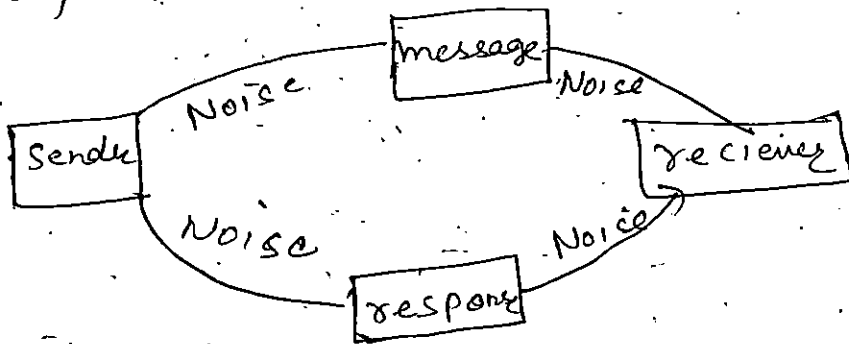
According to Shanon "Communication is a process of transferring information and ~~its~~ its understanding from One to other"

He further said that noise i.e Communication barrier degrade

and distort the effectiveness of the communication.

There are several barriers like
1) Semantic barrier II) Procedural barrier
II) behavioural barrier IV) ~~Situational~~ Structural barrier
V) Filtering

In content of behavioural science Communication is very important aspect — "communication is blood of Organisation" — Communication help to transfer not just information or decision but also decisional premises which is very important for meeting-of-mind.

It due to any noise ~~in form~~ in the form of ego, positional status, lack of trust the Communication gets distorted and reduces message fidelity. for ex. If a manager with ego problem commands his subordinate to report on Sunday to work ~~without~~ without giving reason then that ~~ego~~ ego will work as noise & message will be distorted leading to neglect by subordinate for such order. Therefore it is necessary to reduce noise as far as possible to ensure message fidelity.

6. Answer the following questions:

(a) Simon's model of "bounded rationality" rationalizes incompetence. In this context elaborate the role of values and facts in decision making? How Simon reconciled this dichotomy of facts and values, using means-end approach? (250 Words) (25)

(b) "Contingency approach does not presuppose a solution in fact it searches for one when the problem arises". Evaluate the role and impact of technology on the contingency approach towards organization. Provide examples and case study for the same. (250 Words) (25)

Simon's model of "bounded rationality" was a reaction to classical thinkers "perfect rationality". Simon was of the view that human works in a situation where he faces several problem like :
- Information unavailability
- Information overload
- Values (peer pressure, family bonding)

and in presence of such problem a complete rational decision can't be made and what decision is taken is limited rational or bounded rational decision.

To this view of Simon several thinkers has put forward the view that man with "bounded rationality" or "satisficing man" is a method to promote mediocre decision i.e. Simon rationalizes incompetence among decision maker.

Remarks.

- But to be fair to Simon we need to understand that human faces conflict of values and fact at every step of decision making.

- Human being social animal always ~~do~~ get influenced by ~~facts~~ values it cherishes. He uses values in true situation.

- Informational unavailability: In this situation decision maker lacks information due to paucity of time (cost, resource etc and in that situation he uses value to compensate ~~those~~ those fact. That is he uses value as a mean to reach the end of decision making as a complementary ~~to~~ to facts. For ~~eg~~ to sanction loan to farmer a decision maker may not have knowledge of living condition of every farmer in that case he will take suggestion of some his subordinate and assign loan to few farmer in ~~that a~~ this case he doesn't have exact knowledge and hence used value of his subordinate to come to ~~a~~ decision

Remarks

2) Informational overload :- In this situation, knowledge of decision maker is limited can he is unable to process all possible information available then in that situation he will process some info and for rest he uses his value premises to arrive at decision. For eg. If he thinks that people of certain region is very poor and needs help then he will sanction loan to farmers of those region without full analysis of facts.

Through above we can view that Simon reconciled the dichotomy of facts & values using his mean-end approach to come at decision due to lack of information and lack of informational processing power.

(b) Contigency theory was developed as a second branch of modern theory and extention to system theory. This theory is situational reaction to the new problem rather than applying routine solutions to new problem

In this dynamic world where environment is independent variable and can change unilaterally the only way for organisation to achieve aim of homeostasis is to have continuous internal adjustment. In this content technology came handy which help organisation to pre-sense etc the changing environment. Such technologies are:

1) Artificial Intelligence :- This is a method of machine learning where organisational Subsystems like R&D department, finance department makes use of AI to learn the changing environment and predict future future changes and get adjusted to them.

2) Flexible manufacturing System (FMS):- This has developed few decades back when consumer's demand became highly diversified and ever changing. In this method machinery, structures are changed with the change in demand of customer.
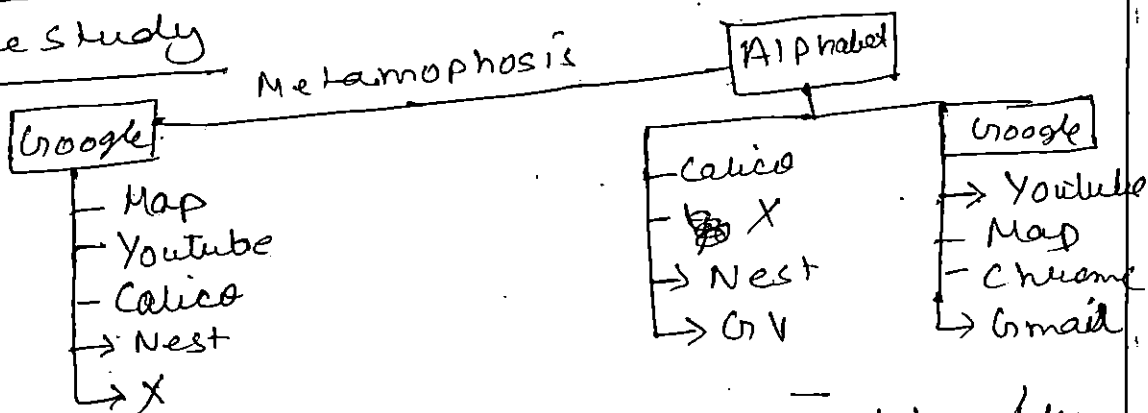
3) Brainstorming :- It is decision making method where every employee are welcomed to give their view and then all views are processed and finally best decisions are made.

4) Internal restructuring :-

It is the method in which organisation re structure itself with change in situation to remain a "Viable System" in this VUCA envuioment

Case Study

Metamophosis

Few years back google faced problem of sub unit goal internalisation i.e some cash cows started having much revenue and starving potential future technology. To sort this problem It undergone restructuring where google lead all present cash cows and all future technologies like Google X, G V, Calico, nest are seperated and both came under alphabet as child holding company

Remarks this ensured proper emphasis on both

~~technologies~~ technologies. ~~and~~ This showed that with changing situation google changed itself accordingly.

Remarks

Remarks

Remarks

7. **Answer the following questions:**

(a) Systems approach would provide a better view towards understanding administrative corruption. Comment. Has the emergence of PPP models and market driven reforms, necessitated a.more systemic view of public administration, rather than institutional and structural? Evaluate. **(250 Words) (30)**

(b) "Company form of organization is a fraud on public exchequer" provide arguments for and against the statement. Also evaluate the variety of organizational models used in the public governance. **(200 Words) (20)**

Remarks

Remarks

Remarks

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Remarks

Remarks

8. Answer the following questions:

(a) Motivation is not synonymous to behaviour theory, in fact motivation is only a class of determinants of behaviour, which is influence by various factors be it political, social, biological and cultural. (Maslow). (200 Words) (20)

(b) McGregor further extends Follett's idea of conflict resolution through integration. In this context elaborate upon the idea of "managerial cosmology" and its significance for modern theories of motivation and control. (250 Words) (30)

Motivation is an important aspect in Organisational functioning as it any promote a person to perform certain action to achieve a state of satisfaction.

Motivation is a method through which managers motivate his subordinate via various inducements and these inducement can be

- proper wage
- permanency of wage
- family love
- Respect from other
- Self respect.
- promotion
- Independent working
- Autonomy & freedom

These inducement are also considered as a suggestions of behavioural theory where it is emphasised that having better communication, effective devolution of autonomy understanding one's maturity is important to get subordinate perform his work efficiently.

But there is need to understand that motivation is not equal to behavioural theory rather than it is a class or part

Remarks

which determine one's behaviour. i.e
behaviour is much bigger things and

Behaviour not just include methods to
motivate an employee but also
achieve organisational success overall
by balancing ~~A to~~ Classical, theory's ~~aspect of~~
emphasis on techno-economical aspect
and neo classical vs human relation
aspect.

- Motivation is a part of that human
relation aspect.

- Maslow has further viewed that
this Motivational aspect of behavioural
Science are very much affected by
political factor such as :- a) power sharing
and delegation b) decentralisation &
democratization of functions

- Similarly society by its custom, beliefs
affect the motivation. & for eg In a society
if women is not allowed to study then her
motivation to succeed will go down.

- Biologically also one motivation gets
affected.
Therefore we can conclude that motivation
is just a behavioural determinant affected

Remarks

by several factors.

6) Follets was one of the earliest theorist who emphasised on situational, humane aspect of organisational functioning. Even though she belongs to era of classical thinker but here view and method of conflict resolution was progressive.

- She was of the view that conflict is not bad (as against CT thinkers) and are obvious thing in organisation as it is a human group grouping of diverse belief and aspirations

- She put forward the view of Integration of conflicting interest rather than suppressing one or having compromise between the views.

- This idea of follet was taken forward by chester barnard via his theory of "Cooperative Social System" which also emphasises on the method of integration.
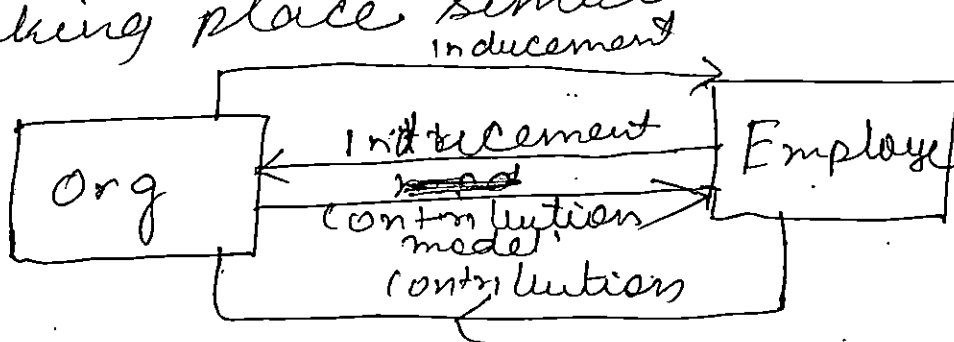
He put forward his view of how
to resolve conflict between various
subsystem of organisation in his
work "Functions of executive"
- He used a word commonality
to integrate the ideas ~~of~~ and interest
of Organisation & its employee.
- Here he said that there should
be Inducement and contribution
taking place simultaneously

- He put ~~the~~ forward the idea
that if employee ~~he~~ sees that
his contribution would bring
some returns favorable to him then
he will ~~be~~ always be ~~ready~~ ready
to contribute

- Barnard taking forward follets
Idea of integration of interest

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has provided Inducement - Contribution
o model to realize benefits to both
organisation & employees.

His this model has ensured proper
~~Contribution~~ motivation for employee
to work and managers to change his
cosmology toward employees to have
improved controls over them *

Remarks

Remarks

Remarks