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**VINOD KUMAR MEENA**

**RANK - 604**

**PUBLIC ADMINISTRATION**



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## Public Administration

Time Allowed: 3 hr.

Max. Marks: 250

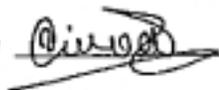
### Instructions to Candidate

- 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.

Name Vinod Kumar Meena

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

Date \_\_\_\_\_

Signature 

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

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

**REMARKS**

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

## 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".

Ans) The objective of public administration is to serve the people. People have created the states according to Thomas Hobbes to maximise their welfare and happiness.

Thus the goal of administration ~~is to be~~ <sup>as talked</sup> by New Public Administration must be to bring about socio-economic transformation in the life of people. It should be more change oriented and have the central concern of fairness and equity. It should serve the need of the society.

Prior to the coming of NPA, the main focus was given to ~~concentrate~~ the study of principles concerning mainly with the structural and functional aspect. especially the classical theory regarding public administration of the

Remarks

very concept of Public.

It is only when NPA of World came which said 'study of Public-administration' should contribute towards solving the societal problems of the day.

It is very crucial in the developing countries like India where exists so much inequality, discrimination, poverty that the administration must have core concern of equity and change control to it. It should openly be bias in the favour of poor and marginalised. as the ultimate aim of development administration is to give freedom to people and create conditions for them to realise those freedom.

Remarks

4) In its narrow view public administration is mainly concerned about discovering the principles of management, that can be derived from the parallel discipline of management, and applying them to run organisation and administration efficiently in order to maximise its efficiency.

It is mainly concerned with policy implementation as remarked by Wilson

"It is easy to frame a constitution but difficult to run it".

Many thinkers especially classical theorists like Fayol, Taylor, Gulick & Urwick, Woodrow Wilson etc. have contributed immensely to this narrow aspect of public administration.

But after the devastating critic by Simon & Aronson which led to crisis of identity period in public administration evolution.

Public administration became more broad based ~~more~~ concepts like NPA, CPA, PCA, NPM, NPS, gender development etc. have made its scope more vast in the process making administration broad based.

But narrow view of public administration was practical need as public administration was slowly picking its academic legitimacy at that time in order to be called a discipline it must have some principles & theories.

further the very basic requirement to function is to have proper structure, procedures, process. otherwise organisation can't succeed.

Thus the propagation of narrow view of public administration strengthen the foundation of discipline for many new theories to emerge.

Since prior to the coming of NPA. era of orthodoxy was dominant theme in public administration evolution.

It is called orthodox because -

- They were obsessed with science of administration.
- obsessed with positivism approach.
- and have main focus on structural and functional aspect of organisation.
- They also considered their theories and prescriptions as universalistic.

all these dominant themes are contributed by thinkers like Fayol, Galbraith, Wright, etc. But during 1937 to 1950. these very ideas were criticised and attacked by two very prominent thinkers Simon and Wicks.

This is because at that time American society was in turmoil. fiscal deficit is increasing with shrinking revenue base, human rights movement are happening and America is on the verge of civil war.

The administration of the time having orthodoxy as its focus is unable to come out with solution of the problem that the society is facing.

at that time.

It is this culminated in emergence of NPA movement pioneered by ~~Waldo~~ Waldo which attacks the very ideas with which orthodoxy was obsessed like

- It talks about normativism and not positivism.
- Have core ~~core~~ <sup>concern</sup> like democratic values, equity, Justice, change etc.
- active role of administration in policy formulation as according to Waldo an administration need to address the societal problem of the society.

Thus NPA emergence was to an extent contributed by orthodoxy itself.

Remarks

4) It was Woodrow Wilson in his essay on 1887 who talked about dichotomy theory.

But in that in America the system of appointment was basically spoils system not merit based selection which has led to excessive politicisation of administration and there is no opportunity to knowledgeable elite to solve peoples problem.

This administration was not seen as something to be studied it was subsumed in political science discipline only.

~~But~~ It is in this context that Wilson came out with ~~the~~ his dichotomy approach to make administration -

- Non partisan in it's functioning.
- Merit based selection.
- Make it more of a science.

he said that it is easy to frame a constitution but difficult to run it.

At that time it was a very rational approach. ~~because at that time people are~~

~~Public administration has to be suffering because of because.~~

- From somewhere the study of Public administration has to start and dichotomy provided

that focus.

moreover it was necessary to have focus in implementation given the societal condition of that era.

Remarks

(e) organisation is a ~~human~~ goal oriented collective of humans. wherein people come together to achieve common objective as it is difficult to achieve that individually.

Thus the first and foremost concern with any organisation is to build a structure and delineate functions so that there is clarity as to who is responsible of what and from where authority flows. so as to maximise efficiency and effectiveness of the organisation and achieve the goal of organisation.

The classical theory in public administration is more concerned about the structural and functional aspect and many thinkers like Fayol, Gullick & Urwick, Weber etc. contributed to it. Because prior to that organisation was run based on heuristics, one's work, trial and error with no perfect structure.

Moreover <sup>there</sup> ~~they~~ exists other areas apart from structure like human, environment, society etc. which influence administration but the very basic is the structure. without proper.

Remarks

Structure at first place. it will be difficult for other theories to have evolved and it is the reason why classical theories are called 'CLASSICAL' i.e. evergreen because "structure is vital without which humanity can't understand the organisation" as remarked by Cullie.

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 its 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)

(b) Prior to world war 2, the study of public administration was being heavily influenced by the western countries thinkers especially americans.

These societies were economically prosperous what they were undergoing was political instability. Thus the study of public administration was confined more to regulatory aspect.

But immediately after world war 2 many countries got independence especially non western countries and these problems are totally different like -

- poverty
- inequality
- discrimination
- lack of industrial base etc.

~~scope of the~~ which questions the study of public administration as too narrow, parochial.

Thus post world

Remarks

2. var. theories like -

- comparative public administration
- public choice theory
- New Public Service
- New Public management
- New Public administration

etc. came to the fore to bridge the gap between theory and practice. ultimately it all crystallised in the form of <sup>good</sup> governance later on. due to the onslaught of globalisation.

among these development waldo's New Public administration sought to the fore normative consideration in theory building as prior to value dichotomy and era of principle or orthodoxy following positivist approach was dominating. waldo's idea of normativism revolve around the fact that public administration should concerned itself about democratic values of change, equity, justice etc. not merely of economy and efficiency.

Remarks

The later development like New Public Service; New Public Administration, order and development; etc. were heavily influenced by normative considerations along with public policy approach.

Remarks

a) William Niskanen was the theorist behind it. He believed that state fails to satisfy public interest because bureaucracy is driven by self interest and are always budget maximisers.

Their true only concern was to increase their power, clout and economic aid. They bureaucracy cannot satisfy the need of people.

What was they required is democratisation that is de-bureaucratisation and institutional pluralism wherein there exists many other institutions which can provide services to people in terms of cost, quality & availability.

Excessive predominance of state has ensured that state failed in it's duty.

Thus Niskanen talks about giving choices to the people or being rational & human they can also maximise their happiness.

Remarks

The consequence of Public choice theory or institutional pluralism leads to

- Privatisation & liberalisation in the form of regionalism, & the tarikh.
- Public sector entities were forced to compete with private sector and culture of ~~stop~~ perform or perish was promoted.
- It ultimately led to New Public Management ~~out~~ ~~emerging~~ as dominant theme.
- Excessive role to market was given and state was asked to roll back and introspect carefully.
- Citizens were viewed as customers not citizens.
- Concepts of Normativism etc. took back seat.

Thus this has led to too much of market dominance also. ultimately people started criticising ~~the~~ public choice theory ~~and~~ which ultimately crystallised into New Public Service approach which

combines the concern of state as well as market into one

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*Remarks*

*Remarks*

3. Answer the following questions:

- (a) "NPA was neither a revolt, nor a revolution in true sense of the terms." Comment.  
(200 Words) (20)
- (b) "Is NPM really dead?" Identify the context, content and contradictions of NPM movement and the forces, Academic or administrative which have led to the demise of NPM.  
(300 Words) (30)

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*Remarks*

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*Remarks*

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*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)

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## 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) Professor Antonio Gramsci's remarks~~

a) Professor Antonio Gramsci criticised scientific management theory by saying, "It is another form of capitalist hegemony." and Taylor was criticised ~~for~~ <sup>for</sup> working in the interest of capitalist class.

This is because prior to coming of scientific management there was no harmony between workers & capitalist they were fighting for sharing the gains of prosperity, long working hours were there, no proper working conditions ~~there~~ <sup>was</sup> there.

Taylor at that time came out with his theory which provided for  
- incentives to high performing workers

Remarks -

- Most efficient working conditions.
- fair day's work for fair wage concept.
- replaced discord with harmony.

Taylor made workers realise that their prosperity is linked to the prosperity of organisation and there exists no conflict between organisational goal and personal goal.

Thus in a way giving more humane face to capitalism and making it acceptable among all.

It is because of these reasons that Taylor was criticised as pro capitalist and his model is dubbed as primitive tool of industrial polity.

But notwithstanding this Taylorism became revolution ~~for it~~ and is still influencing organisation be it public administration worldwide.

Remarks

b) Prior to human relation approach the excessive focus was given to structural & functional approach by classical theories. Concerns of social-psychological or humans are purely incidental & secondary. Humans were treated as another factor of production and a mere cog in the machine. It was believed that if organisation follows principles like POSDCORB then it will be efficient & effective.

Humans were assumed as rational economic man purely driven by economic need.

These thinkers like Mayo dubbed it as "machine model" and Simon said that "scientific theory is actually unscientific because it did not study human."

According to Mayo humans are not physiological entity he is a socio-psychological entity and have diverse need like love, support, need to associate, sympathetic boss, etc.

Thus in order to succeed organisation must study human beings. as it is the human

Remarks

factors which is most decisive in determining the efficiency of organisation - and not the mechanical approach of structure and function.

This approach was not that relevant at industrial time but now world over service sectors dominates in the wherein human are important and primary resource.

Thus human relation movement change the perspective.

- ↳ Physiological to socio-psychological entity.
- ↳ Need to study human beings, as well etc.
- ↳ to maximise efficiency of organisation.

Remarks

c) Weber's idea of bureaucracy was heavily criticised especially in developing countries like India wherein bureaucracy has not been able to deliver to an extent.

It was criticised for being -

- too much rule oriented making it rigid.
- hierarchical nature which led to red tapism.
- obsession with efficiency.
- and features like impersonality and instrumentality etc.

It was said that Weber declared his model as universal without seeing how it will function in reality. Paul Robert Blau considered it as "A priori theory".

But one must understand the fact that Weber came out with the theory of bureaucracy by observing the conditions prevailing in Germany or Europe.

Europe of that time was going through phase of political instability thus the overriding need was to have an administrative structure which would exercise power in a rational manner and would ensure stability.

But countries blindly ~~took~~ took

this system without doing any course correction or necessary changes in it. and thus it didn't deliver as well.

It was only after development administration that countries found out what changes need to be incorporated in it for example second administrative reform commission talks about code of ethics, decreasing hierarchy etc. in bureaucratic functioning.

Remarks

↳ Simon criticized classical theories for following a purely positivist approach wherein whatever is fact is only concerned as the basis of knowledge and the role of value was ignored. Moreover the facts were derived from observation.

Thus Simon said that the role of values should also be studied in order to make Public administration a true science.

Moreover facts needs to be drawn based on experimentation that is empiricism.

↳ This approach is known as neo-positivist approach as different from positivist approach of classical theory.

↳ At the very onset Simon and other behaviouralist were mainly concern about the need to study human beings, his behavioural dynamism and his diverse need. But ultimately what it wanted was to.

- Understand values and reduce their impact on decision.

↳ ~~to~~

- Rationalisation of human behaviour

etc.

Thus looking like humanism the concern of behavioralist is to how to minimize role of value and maximize organizational efficiency which is nothing but new bureaucratic approach wherein excessive focus was given to economy and efficiency and other concerns are treated as secondary.

Remarks

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)

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*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)

Q7(a) Karl Marx was very critical of bureaucracy he viewed it as tools in the hands of capitalist class to address the general public.

to viewed it as exploitative arm of the states which is used to suppress any revolution tendency among the masses.

Marx talked about general ~~or~~ versus particular interest in his critical appraisal of bureaucracy. He said that state cannot pursue general or public interest as it doesn't have any autonomy because it is captured by capitalist class. who are more powerful, influential vis a vis proletariat.

Thus it looks like if state is working for general interest but in reality it is actually furthering the interest of capitalist class.

When people realize this they will no longer require bureaucracy because they will

Remarks

than understood that to achieve their interests they would require some other form of governance.

Marx called it communism wherein there is no state and society is classless and power resides with the people only.

But society may not be true as Marx visualised ~~however~~ societies to be consists of two classes only but in reality it is not so. Society consists of many elites like academics, economic elite, media house, bureaucrats, politicians etc. They all are trying to influence state and since all of them interest does not collide simultaneously so state do have some relative autonomy within which it can pursue the public interest or the generalistic interest.

Moreover reforms in recent time like in India -

- Right to information act
- e-governance
- social audit
- Citizen charter
- democratic decentralisation

Remarks

- clamour for transparency and accountability has somewhat shifted the balance of power in the hands of general public. This coupled with increasing awareness about rights has made sure that state works for the interest of public and not elites.

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Remarks

(b) Follet was considered as bridge scholar, prophetic, who chronologically belong to classical management but in reality belong to modern era.

Her views, conception, thoughts etc were way ahead of her time and were considered more democratic and dynamic.

Her ideas impacted many theories in public administration for example her idea of group dynamics influenced Mayo's human relation theory, similarly her idea of integration synthesised into system theory.

~~Among~~ her ideas of functional authority, coordination & integration were very revolutionary at that time she was being criticised as naive, too simplistic, idealistic for her ideas.

According to Follet authority belongs to Job and stays with the Job unlike in classical theory where authority was positional. She was in favour of matrix organisation as opposed to hierarchical organisation.

Similarly Follet

Remarks

believes the coordination should be based on <sup>establishing</sup> reciprocity among functionaries not just by Administration.

Through her idea of Integration she was opposed to the ~~strat~~ strategy of domination & compromise used by classical thinkers to resolve the conflict in the organisation as they view conflict as something inherently bad that need to be avoided.

Through her idea of integration Follet highlights that for satisfactory & constructive conflict resolution what was required is integration of the concerns of parties to conflict so that final solution is acceptable to all and conflict may not arise in future.

<sup>doubt that</sup>  
No ~~idea~~ her idea are modern, progressive and democratic. But it need to be emphasise the integration can not always be possible ~~for example~~ within organisation as resources are limited and thus trade off become inevitable, ~~for example~~ when it

Remarks

coming to development & environment integration is not always feasible.

Similarly hierarchy is also necessary to ensure discipline & control. & to ensure better coordination also it is not always possible to establish equality in relationship.

Don't forget no doubt influenced administration theories but her ideas were little idealistic which is quite visible also.

~~Modern organisation goes for mix of all the ideas and~~

Remarks

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*Remarks*

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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 its fallouts. (150 Words) (15)

a) In classical theory organisation is viewed as structure consisting of hierarchy through which authority flows and every other aspect like coordination, control discipline could be effected.

But since time and revolutionaries the discipline of public administration he said even if organisation is viewed as structure it should be structure of decision maker.

Because every thing what policy to take, what plan to formulate, how much resource to allocated, whether to accept or reject orders etc. everything is a decision - and if organisation influence these decisions of ~~or~~ can make all these decisions rational or more fact based than value based then

Remarks

It can maximise the efficiency of organisation.  
Therefore endeavour is to how to make employees  
take decision which organisation want should be  
studied as decision making subsumes everything  
in organisation functioning.

U

Remarks

(b) Lillian Gilbreth wanted organisation to maximise its efficiency. She believed organisation can only do it by making employees take decision which organisation needs. As everyone in organisation is a decision maker.

For this, she came out with some of acceptance wherein she admit that human motivation needs are not only economic but are diverse for she is socio-psychological entity.

Her organisation should fulfil all the desires of employees & so that employee in turn would work towards organisational goal.

Thus at the outset it looks like that Lillian was driven by human consideration but in reality she wanted to establish goal congruency between organisation & worker wherein organisation fulfils need of worker & worker in turn fulfils organisational needs and takes decision which organisation wants which are rational.

Remarks

(a) The objectives of e-governance is to ensure

- transparency
- Accountability
- Reduce corruption
- ensure participation of people in administration
- efficient delivery of goods and services

which is only contributory to the philosophy of good governance which is very important concept. Good governance goes beyond it. It is about

- ethics in governance
- It is about transferring power
- It is about empowerment of citizen and their emancipation which goes beyond just e-governance.

India has also come out with many digital india programme. where focus is on digital literacy, service delivery, infrastructure etc.

but still lack of infrastructure, electricity, literacy, internet connectivity etc. are hampering digital india programme. ~~It is~~

Remarks

-> The first need to have digital citizen for digital India to succeed.

Remarks

© Bernard was a behaviouralist to believe that human behaviour is complex and depart from presumed and prescribed behaviour.

Thus according to him unit of analysis should be individual human behaviour and not the entire group per se.

as individuals will collectively make up the group.

But in reality it is not true group also influences human behaviour as highlighted by Mayo & Follett. Concern individual values group solidarity and wants to be associated with it. Thus what matters along with individual is group dynamics also. like shared perception; shared motivation; shared feeling and behaviour; which could be a vital dimension in the functioning of organisation impacting the efficiency of the organisation.

*Remarks*

*Remarks*