GSSCORE

An Institute for Civil Services

IAS TOPPER'S

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WANKHEDE ARCHANA PANDHARINATH

RANK - 447

PUBLIC ADMINISTRATION

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.

Name ARCHANA WANKHEDE

Mobile No._____

1. *Invigilator Signature* _____

2. *Invigilator Signature* _____

Date _____

Signature _____

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".

Qr

a) According to latret Woodrow Wilson public administration is detailed execution of law. Public administration has its aim as welfare of society.

New Public Administration (I Minnowbrook Conference 1968) stated public administration failed to solve social-economic problems of society because of -

- bureaucratic elitism,
- disciplinary orthodoxy
- status quoits nature

- value-neutrality
- impersonal detachment

Remarks

Weberian bureaucracy with impersonal detachment become mechanistic ,rule - oriented than goal - oriented .

It was aimed for

⇓

equity, socio - economic development of weaker section,   goal   ──displacement──→   secretive, self - agrandisement, self-seeking

Instrument of change   ──became──→   Institutionalist

Thus the public administration if could not cope with changing need of society and remain value-neutral could not be show equity towards needy and becomes the hurdle in achieving goal of welfare of people

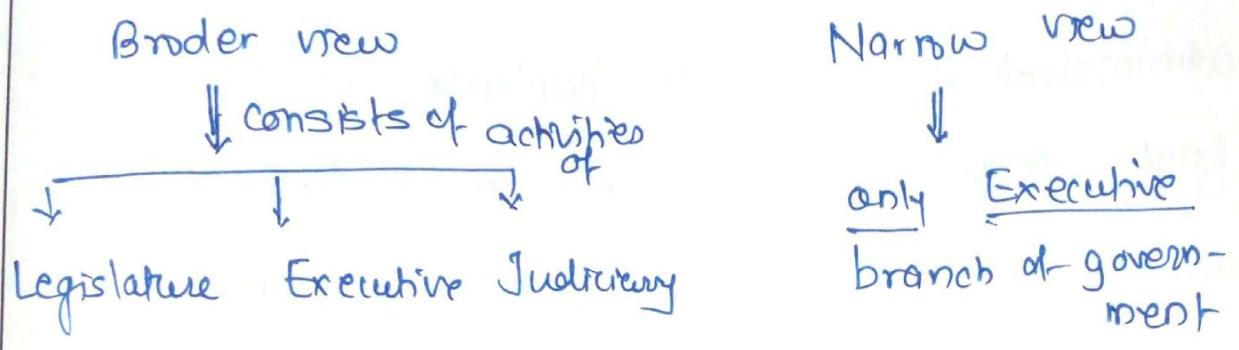Public administration as a discipline has Broader view and narrow view.
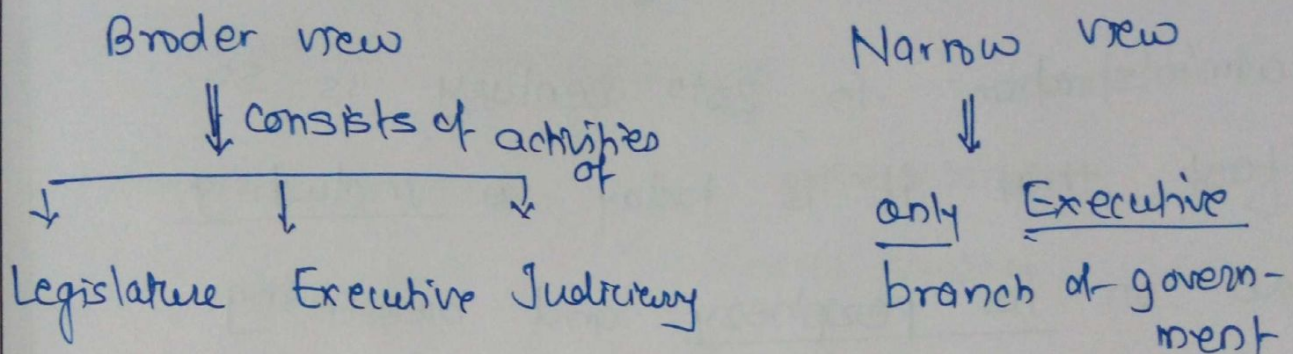
Broder view   Narrow view

⬇ consists of activities   ⬇
of

⬇   ⬇   ⬇   only Executive

Legislature Executive Judiciary   branch of govern-
ment

Narrow view supported by : Simon, Gullick

Willoughby : even narrower saying only

<u>administrative activities</u> , thereby calling public

administration <u>4th Branch of government</u>.

<u>How narrow scope is more practical</u>

for <u>discipline's</u> <u>identity</u> ?

1) Broad scope keep on expanding and

includes law, society, environment, economic

aspects.

b)   Public administration as a discipline has Broader view and narrow view.

Broder view   Narrow view

⇓ Consists of activities of   ⇓

↓   ↓   ↘   only <u>Executive</u>

Legislature   Executive   Judiciary   branch of government

Narrow view supported by : Simon, Gullick

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<u>How narrow scope is more practical for <u>discipline's</u> identity ?</u>

1) Broad scope keep on expanding and includes law, society, environment, economic aspects.

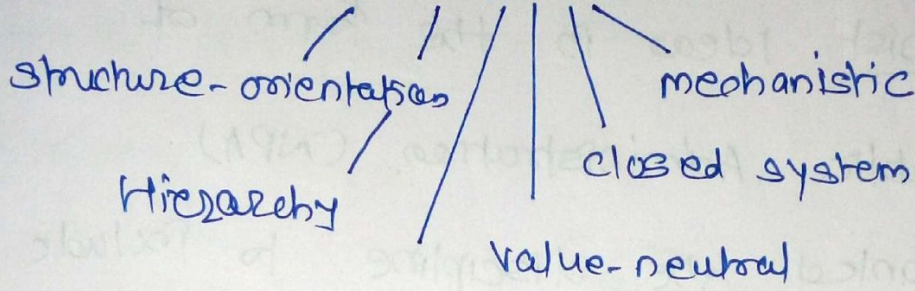2) This makes limiting the boundary of discipline difficult.

As Waldo said: the growth is public administration in 20th century is so fast that it is today including all on its periphery and becoming all-encompassing.

Thus becoming it difficult to decide what to study in public administration and how to study it

3) However by considering enlarging, multifarious functions of state, Mosher's view feel more practical: The elusive nature of core of disciple provides it strength and public administration is more of interest than discipline.
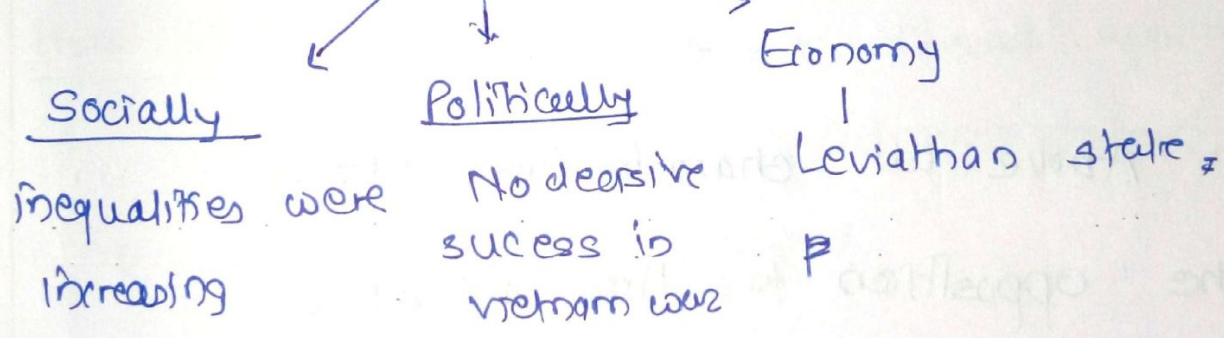
9) Here orthodoxy refers to traditional view of principles of public administration.

The classical principles ⇒

- structure-orientation
- Hierarchy
- one Bestway
- mechanistic
- closed system
- value-neutral

‖ could not solve the practical problems of society

Socially
inequalities were increasing

Politically
No decisive success in vietnam war

Economy
|
Leviathan state.

Weberian principles like Hierarchy, neutrality, written communication, impersonal detachment, efficiency, excessive rule-orientation
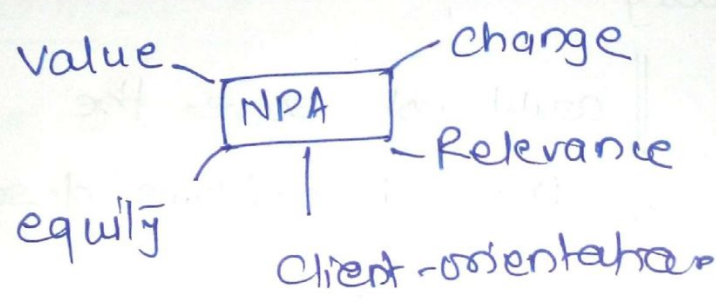
Remarks

has failed to bring effectiveness

and equity.

Thus gave rise to radical and

Confrontionist ideas in the form of

New Public Administration. (NPA)

– NPA wanted the discipline to include

value —— NPA —— change

—— Relevance

equity

Client-orientation

Above all characterstics shows

the opposition to the orthodox

meaning of public administration.

d) <u>Dichotomy</u> in public administration and political science as first advocated by Woodrow Wilson is <u>base</u> for assertion of <u>public administration</u> as <u>seperate discipline</u>.

Dichotomy says

```
  ( Policy          ( Policy
    formula-          impleme-
    tion )            ntation )

  politics          Administration
```

<u>How dichotomy</u> follows a rational approach in formation of public administration as a <u>separate discipline</u>?

1) policy formation is <u>province</u> of political bosses where as implementation could be efficient if done by <u>technically</u> skilled administratives
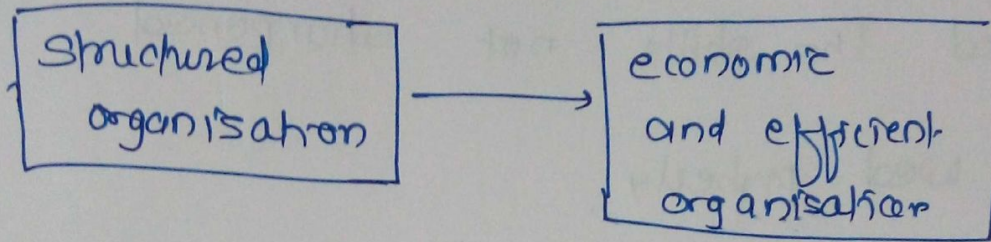

Remarks

2) Administration is like a business can attain efficiency through <u>scientific</u> study of management.

3) With democracies ——→ state functions increased and diversified ——→ specialisation for implementation needed.

Thus dichotomy proved that spoil system in monarchy is no more desirable. and want separate discipline of administration to be carved out of politics to obtain efficiency and economy in administrat

⇒ Gullick and Urwick gave atmost importance to the structure of organisation. They consider.

```
┌─────────────────┐          ┌─────────────────┐
│ Structured      │ ───────→ │ economic        │
│ organisation    │          │ and efficient   │
└─────────────────┘          │ organisation    │
                             └─────────────────┘
```

<u>Design</u> — 1) includes organising institution into order (hierarchy) of functions.

2) Defining the interrelations among them

3) classifying work - division of work

4) Specialisation.

- Without designing the resources would not be allocated to right position. thereby violating right people in right-

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place principle and wasting their potential.

- Inefficiency due to mess / confusion created. The skills not sharpened and used properly.

Successful design is base for efficiency, relavance and meaningful implementation.

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)

a)   New public administration came

as a response to inability of existing

principles of public administration to

solve practical problems in administration.

— It tried to tune public administration

studies with practicalities faced in

society.

— It suggested —

① Relevance: The society wanted socio-

economic development and not just

efficiency as envisaged by classical

theories. So making administration

Remarks

more relevant was a aim

② Change: Not status quost but responsive to changing needs

③ Equity : Not value-neutral, fact-based, rule-oriented decisions but to consider poor, socially- & underprivledged

④ Value - ank- positivist view.. Total fact-based decision lacks empathy, Inclusiveness

⑤ Client-orientation : not considering citizens as subjects but as equal stakeholders.

It showed difference in means of achieving goals of administration.

However criticsed as —

1) 'How' to bring change, equity, relevance is not defined. ✗

Remarks

2) <u>Old wine</u> in new bottle: As same administrative <u>tools</u> (bureaucracy) was expected to bring changes.

3) It is <u>rebellion</u> in theory, <u>but</u> <u>status quoist</u> in <u>techniques</u>

So considered neither revolt nor revolution in public administration.

However their contribution cannot be underestimated as they —

1) Expand the scope of discipline

2) Pointed out problems of society and forced discipline to find out solutions.

<u>Public choice</u> theory and post NPA developments shows, the question raised by NPA — made public administration more relevant.

Remarks

b)

New public Management tried to apply principles of private administration in puble sector institution.

New - as earlier principles are changed

Public - was related to public sector efficiency

Management - Techniques like Scientific management Theories (Taylor) applied

<u>Context of NPM</u> :-

➢ During 1950s state became leviathan, and Public sector enterprises - a <u>white elephant</u> (PSEs)

2) public money were used for survival of PSEs

3) secrecy, inefficiency, red-tapism, status-quoism, hierarchy brought inefficiency.

5) In 1970-80s — state-led administration failed completely given way to Reaganomics (USA) and Thatcherism (UK).

Content of NPM —

1) Focus on implementation

2) Performance evaluation was made objective

3) Efficiency

4) Competition and cost effectiveness, cost cutting

5) Privatisation

6) More choices to public (Public choice Approach)

7) It is also known as <u>neo Right</u> philosophy.

8) <u>Entreprenure state</u> : act like private

[Contradichrons]

1) state is for <u>welfare</u> and can't act as profit-oriented private sector

2) has <u>sovereign functions</u> like foreign policy and <u>essential functions</u> - disaster management

3). Citizens cannot be treated as Consumer, as many <u>are out of</u> <u>forces of market</u> Example! Tribals, poor, elderly.

4) Roll-back of state not practicable always

5) failure of Independent Regulatory mechanism

Is NPM dead?

Because of above contradiction it is said that

Principles of 'Specialised agencies', regulatory mechanism failed

Example: In UK passport issueing the given to multiple specialised agencies which took more time for dispatch than earlier system.

- Problem of Coordination among various regulatory authorities failed

4) Roll-back of state not practicable always

5) failure of Independent Regulatory mechanism

Is NPM dead?

Because of above contradiction it is said that

Principles of 'specialised agencies', regulatory mechanism failed

Example: In UK passport issueing given to multiple specialised agencies which took more time for dispatch than earlier system.

— Problem of Coordination among various regulatory authorities failed

Example:- 2008 economic crisis of USA is due to non-coordination of regulatory framework.

Academic / Administrative framework that lead to demise of NPM

1) Independent regulatory authorities proliferated in number without integrated approach.

2) Public sector enterprises has service obligations, dual control (political and market) so can't act as private.

3) However we can't say NPM is dead but continued in form of <u>digital era</u> and e-governanance.

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".

5)

Scientific Management principles

of Taylor were brought to bring

mental Revolution for benefit of

both employees and employer.

Why it can be called primitive tool

of industrial polyarchy ?

Industrial polyarchy - rule/dominance

of few mainly employers.

- One best way, stop-watches, time study

Remarks

work study improve productivity and helped earn more profits.

- Though it helped employees earn more wages, turned disadvantageous like
  - work becoming monotonous, boring physically demanding
  - mechanistic work
  - single motivation - monetary
  - no initiative or innovation
  - no/reduced role of trade unions so no bargaining power
  - experience, loyalty not considered in piece-rate system

    However humanistic side of scientific theory are - monetary benefits with increased productivity and less working hours can't be neglected.

b)   Human   Relation   approach   of

Elton Mayo   considered

   organisation   -   social system

   Employees   -   dynamic human beings.

He   considered

- informal   groups   within formal   organisation

   for   improving   efficiency.

- His   experiences   in   (Bank-wiring   experiment)

   Hawthorn Experiment   shows   that

   <u>socio-pschological</u>   factors   are   more

   important   in   e improving   productivity

- Traditional   factors   like

      a) working   conditions

      b) wages / incentives

are   ✦ irrelavent   in   improving   performance

The more influencial factors being

① Togetherness | belongingness , interpersonal relations in informal organisation.

② <u>Recognition</u> to group of employees

③ Taking their views in consideration (<u>Mass interview</u> experiment)

Thus he proved socio-psychological factors are more influencial than <u>monetary</u> factors as considered by classical theorist.

9)   Weber gives bureaucratic theory by considering <u>German socio-political</u> conditions and called it as <u>Ideal type of model.</u>

<u>Why is he criticised?</u>

1) consider organisation as closed system

2) Thought of only Western countries (Germany in particular) and still claims universality of principles

3) Emperically not valid theory as no experiement conducted.

<u>What makes his ideas ecological?</u>

1) Considered <u>socio-economic</u> condition

of society while giving 3 types of authorities

a) Traditional authority — for patriarchal, patrimonial society

b) Charismatic authority — for authoritative and leader with supernatural influencial capacity

c) legal-rational — where law and rules are abide by.

This proves he consider ecology of country and organisation while designing his theory.

d)

Subject matter view consider all units / administrations are not same and deal with different purpose.

'What' of each administration is different.

Example: Defence department and health department have difference in operation.

-So what the organisation deals with must decide its principles and theories applied to it

- In this respect Golembrewski explained locus and focus of public admins -

Remarks

strategies.

- <u>Focus</u> being what public administration deals with that is policy implementation

- Locus —where it belongs to or finds its place in. It finds it's locus in political science

Subject matter view thus focus on functions of agency rather than inclusion of legislative, executive, judicial combination to its implementation

c) Behaviouralism focus on socio psychological side of organisation

However

Simon's emphasis on

1) **fact orientation** for rational decision making

2) **bounded rationality** as complete rational decision is not possible due to lack of ~~latel~~ **information**, processing **techniques** or skill gives justification for non-rational decision.

3) Though ~~trow~~ considered informal organisation, emphasised **value**. **neutrality** which seems contradictory .

<u>NeoBureaucratic</u> - As managers were asked to increase <u>zone of indifference</u> (Barnard) and <u>zone of acceptance</u> (Simon) for improving <u>acceptance</u> from employees.

- This is to increase the profits of employers.

However their <u>emphasis</u> on <u>employees'</u> <u>acceptance</u>, <u>satisfaction</u> for <u>contribution</u> and <u>efficiency</u> shows their <u>behavioural</u> nature more than <u>mechanistic</u> theorists.

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.
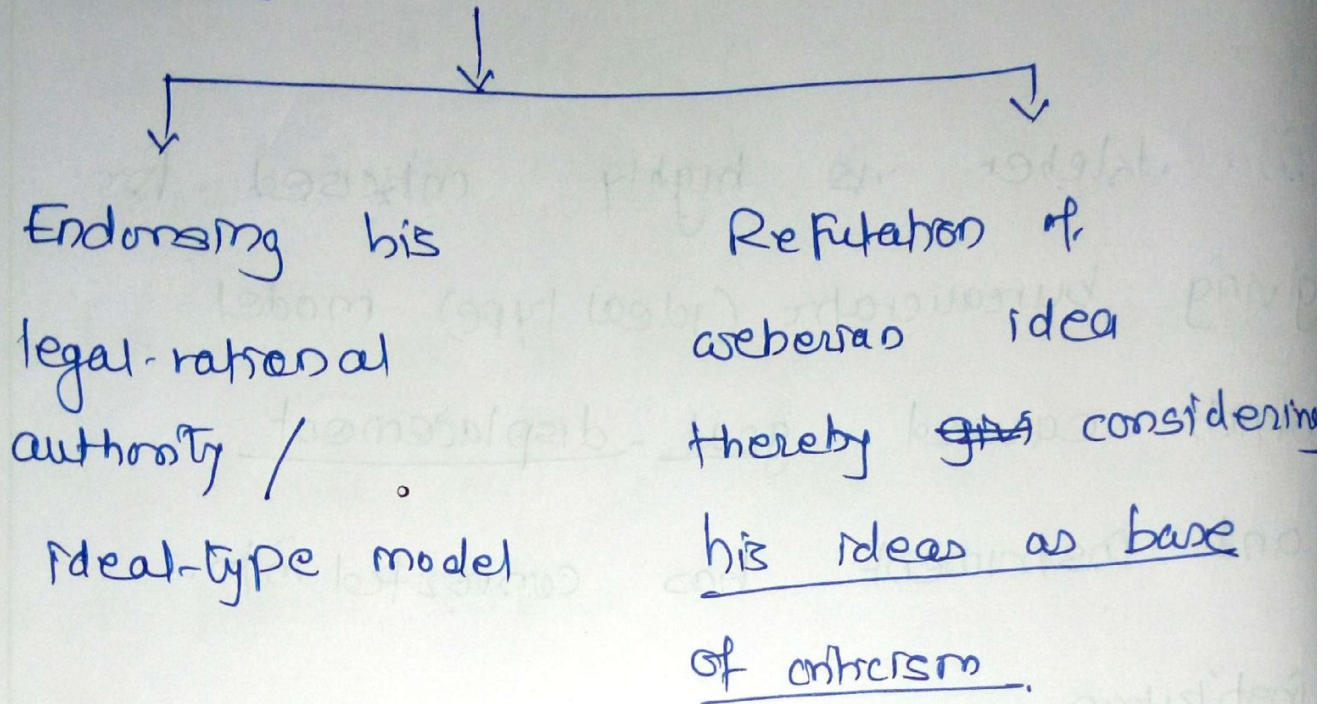
(250 Words) (25)

a)   Weber is highly criticised for giving bureaucratic (ideal type) model which caused goal-displacement and instrument has converted into institution.

> Weber himself says: once established bureaucracy is most difficult to be dismantled.

> Also possesses vices like - self-agrandisement, self-seeking, budget- maximiser

Post weberian developments see

two groups

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                    |
         _____|_____
        |                       |
        ↓                       ↓
```

Endorsing his   Refutation of
legal-rational   weberian idea
authority /   thereby ~~gets~~ considering
Ideal-type model   his ideas as base
                             of criticism.

Though bureaucracy has limitation

like - red-tapism, secrecy, inefficiency,

rule-orientation, impersonal detachment

making them more mechanistics

other alternatives like

a) Military rule -as in some

Arabi African countries

b) spoil system - precursors of democratic

state and bureaucracy .

These don't suit modern democracies

Post weberian tried to bring

- value , relevance , equity - New Public
                                    management

- More competition , more choices in

economic, social , political spheres - Public

choice theory

- Mody Modifying public sector enterprises

with Public , private partnership and

New public management could be

seen just add ons to Weber's concept

Remarks

Weber's bureaucratic model can

be improved with

/ \

1) more transpesancy   2) More accountability,

-RTI,   responsiveness.

citizen charter

It's cleaner and transparent,

bureaucracy not any other model

suits modern industralised and

democratic world.

a) Governance – is designing the policy and implementation of them.

– Governance is ability to use the socio-economic resources of a country to achieve welfare for all.

– In contemporary situation, multiple institutions involved and ecological approach to governance followed
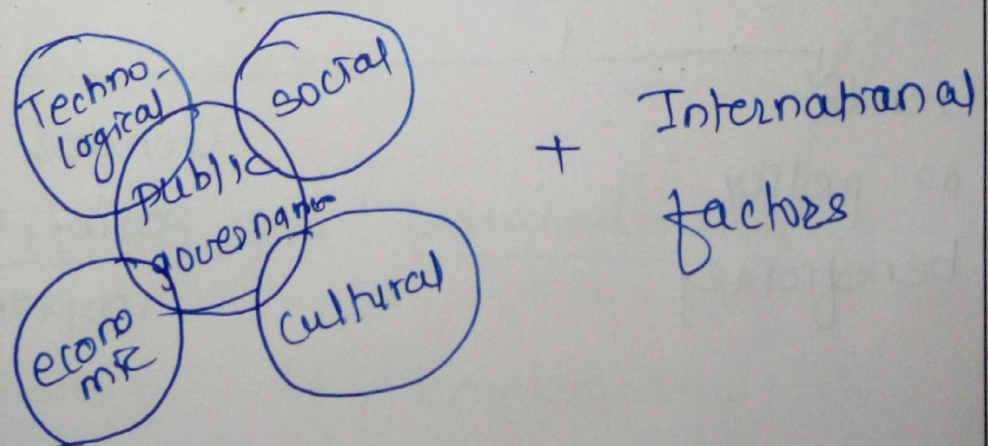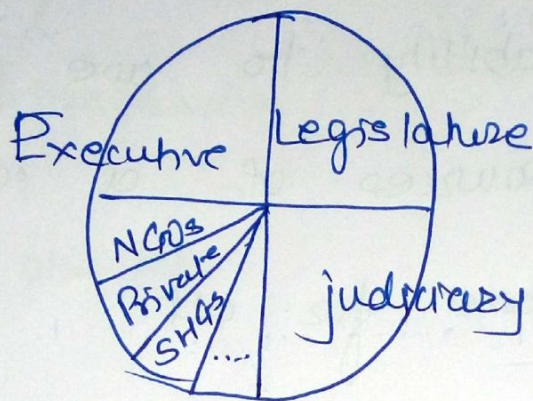
Example

fig : factors influencing governance

Governance has become

institutionally also _plural_

factors providing governance.

Its not just government & cohrch provides services.

| Gender in governance |

Gender
as policy
beneficiary

Gender as
policy
implementor

Gender → due to patriarchal dominance. In policy implementation as well as benefits are dominated by men.

Gender empowerment also reflected in governance in the form of

1) gender budgetting

2) schemes like : Beti Bacho, Beti Padhao

3) UN Women - wing dedicated for women empowerment.

4) The political and administrative empowerment is emphasised in democracy.

Remarks

Gender sensitivity, though increasing much need to be done to bring gender parity in governance.

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)

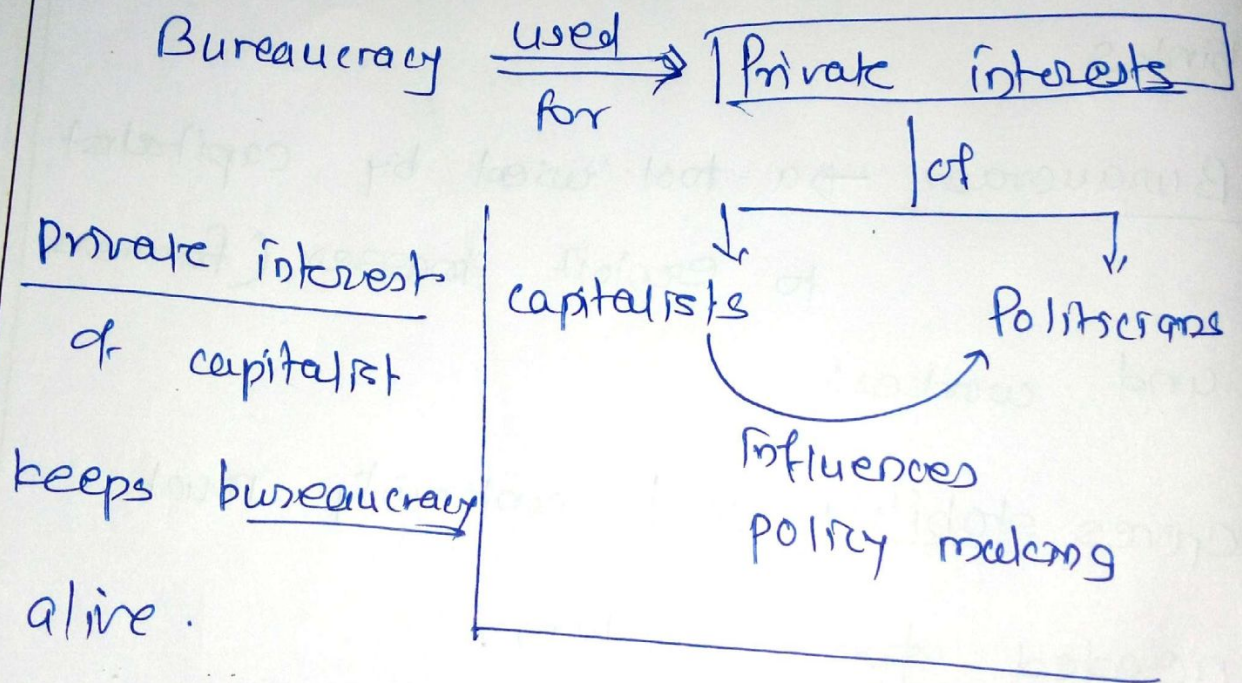a) Karl Marx was bitter critique of bureaucracy.

Thinks

Bureaucracy → a tool used by capitalist to exploit masses (farmers and workers

2) Gives stability and continuity much needed for capitalism

Example: Law and order, land acquisition, development of infrastructure benefits capitalists

i) bureaucracy use tool of censorship to perpetuate interest of few in their political ambitions means

Bureaucracy used for → Private interests

of

↓ capitalists   ↓ Politicians

Influences policy making

Private interest of capitalist keeps bureaucracy alive.

If bureaczacy (a instrument) is to be dismantled the very

purpose for its existence must be eliminated

- Bureucracy exists for perpetuating private interest and not general interest.

- General interest ⟹ interest of all/ masses

Till the private interest exist the tool to protect it also exists so it is mandatory to end private interest, private holdings and profits of capitalists, thus

Remarks

automatically would end bureaucracy

However It is harsh statement

In todays democratic world.

As welfare state

$$\Downarrow$$

multifarious functions

$$\Downarrow$$

specialisation

$$\Downarrow$$

Provided by bureacracy.

b)

follet is criticised for her idealistic and non-pragmatic ideas which could be seen in her ideas

1) Functional authority

a) Authority is not dominance

↓

classist

or acceptance

↳ behaviourists

b) but authority is <u>situational</u> — stays with <u>function</u>. → functional authority

In a situation function gives order and accepted by others without resistance

c) one who specialised in certain functions is authorised to give

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Remarks

order.

Thus she propogated 'power with'

3) f and not power-over.

2) Coordination and Integration :-

    She says

a) Conflict are inevitable

b) conflicts could be constructive
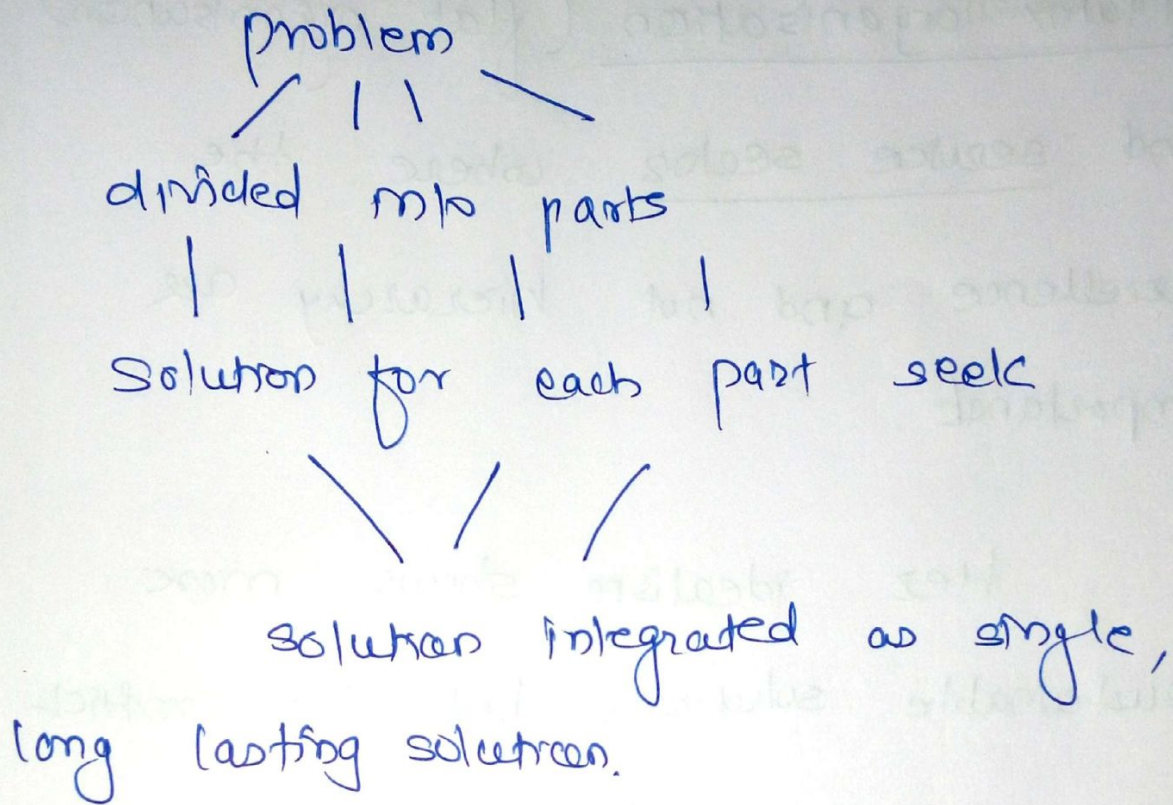
3 ways to resolve conflict

    ① domination -by superior

    ② Compromise - by both parties, but

just prolong result of issue, sow

seed of conflict

⑤ <u>Integration</u> — win-win for both parties

Here the

problem

divided into parts

Solution for each part seek

solution integrated as single, long lasting solution.

<u>Coordination</u> — must be started from very beginning as it is very difficult to attain it.

This seem very idealistic howeve her ideas found implemented in Matrix organisation (flat organisation) and service sector where the excellence and not hierarchy are importanat.

Her idealism shows more sustainable solutions betw for conflict like Whitley counuls in Uk.