

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.

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You can ~~improve~~
improve
more

~~Struck off~~

Name Dipankar Choudhary

Mobile No. _____

Date _____

1. Invigilator Signature _____

2. Invigilator Signature _____

Signature Dipankar Choudhary

→ Conceptual clarity focused.

→ Attempt all questions, to score more.

SECTION-A

1. Comment in about 100 words:

(10 × 5 = 50)

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

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

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

PA had to work for change because:-

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

Remarks

4.

Thus PA lead to:-

i) Work for equity, equality and social justice.

ii) shun its positivistic and value-free scientific approach.

iii) Be an agent of change.

iv) Be champions of the under-privileged and oppressed.

Lack of these qualities, PA would:-

i) Be caught up in narrow questions of efficiency and effectiveness.

Relevant Approach

ii) Curb social freedoms and rights in the name of scientific Management.

iii) would lead to a crisis in democracy.

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

→ Discuss component of NPA-I.

→ Also discussion on Simon permissiveness in NPA-3.

Remarks

⑥ The narrow view of public administration entails

- i) Managerial tasks
- ii) The executive branch of the government.

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

Need for narrow view :-

i) A wider view would overwhelm a new discipline with questions of philosophy, and law.

ii) It would lose its identity as a separate field.

iii) Narrow focussed research in important areas would not be possible.

good

Remarks

Prodismiss
benefits of narrow
view.

Thus, despite being a practical necessity initially, the growth of the discipline as per its requirements has sought to be incorporated under ideas.

- (i) Administrative Law (Law)
- (ii) Public choice approach (Economics)
- (iii) State and civil society (Political Science)
- (iv) Leadership and motivation (Psychology)

As time passed, public administration has also incorporated things like

(v) It also concurs itself with the theory of state, it will be subsumed by political sciences, its mother discipline.

Also mention of Capitalist character, narrow approach like

(3/2)

→ why era of orthodoxy

- c) The (era of orthodoxy) comprised of
- i) ~~Bureaucracy~~ Max Weber
 - ii) Classical Management - Gullick, Downsick, Moorey, Fayol etc.
 - iii) Scientific Management - Taylor.

Issues with orthodoxy :-

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

Good

Rise of NPA:-

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

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

Good

Remarks

d) The tone for Dichotomy was set by Woodrow Wilson, in his famous essay 'The study of administration'. There he proclaimed that: -
 "The study of administration is a science, removed from the hurry and strife of politics".

Utility of Dichotomy: -

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

Remarks

iv) It defined the scope of the discipline.

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

Thus, as perceived it was rational.

However, soon enough it was realised that

i) Administrative and political spheres overlap.

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

iii) Behaviouralism put the focus on man

iv) values and equity were vital.

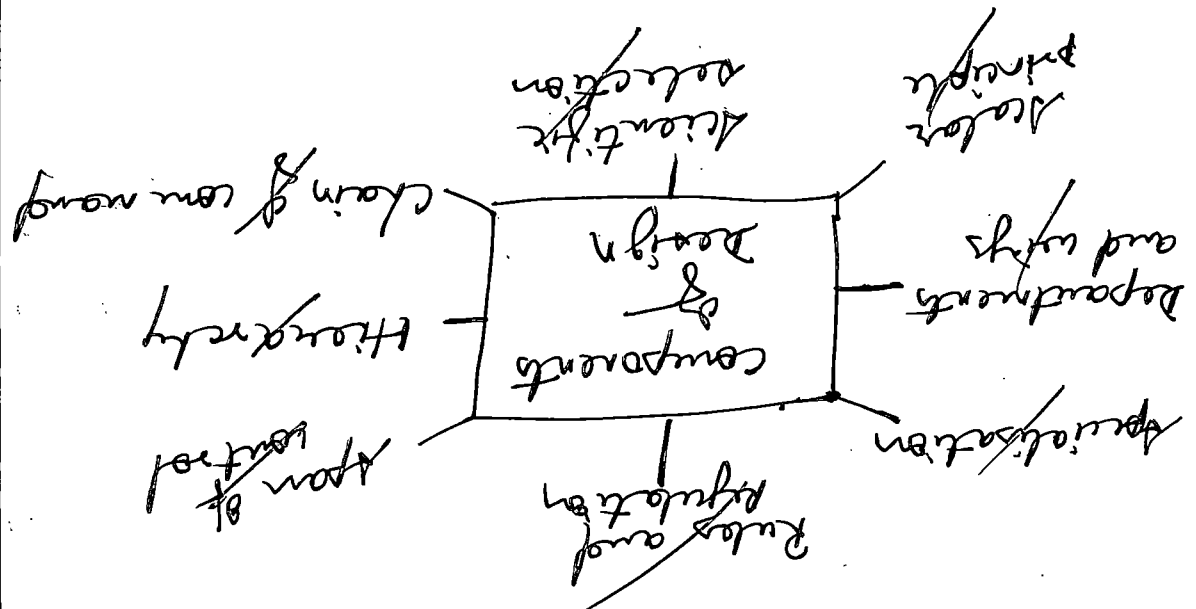
Thus, with the coming of Waldro and Simon, dichotomy had lost relevance.

relevant attempt

Remarks

Also discuss
Structural
functional
Approaches

1) It was realized that many designs design looked as:-
 However, with time, the focus on
 further supported by theorists like
 Moore, Lewis, Goodenow, Fayet etc.
 was attributed for its managers. This was
 Any organization with a poor design was



2) Public administration in its initial days was largely concerned with efficiency and effectiveness to achieve this goal, design was vital.

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could be used depending on situation
(contingency approach)

ii) Human factors were equally important like leadership and motivation (socio-psychological approach)

iii) No design was useful if it lacked values and public orientation (NPA)

iv) Design should always consider its larger immediate environment to sustain (next systems approach)

Include examples
v) Cultural and political factors were equally important (ecological approach)

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

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

Remarks

2. Answer the following questions:

- (a) "Intellectual crisis in public administration can be overcome by democratization and institutional pluralism". Identify the theorist behind the idea and 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)

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

The intellectual crisis:-

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

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

Remarks

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

Also
 discuss
 role
 of market
 & why
 better
 the
 Monopolistic
 state.

The PCA in the long term led to many
 further changes like NPM, in the
 practise of PA. The advent of Reaganism,
 Thatcherism and neo-liberal state
 pushed it even further. However
 with the after-effects of NPM, the
 PCA has lost relevance.

Relevant
 approach

Remarks

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

1940's :- Behaviouralism, inspired by the human relations theory.

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

1960's :- i) NPA → starting from 1968, in Minnowbrook I, it aimed

Also discuss for a value-led approach. welfarism. It was confined to developed countries. Doubt would do

ii) Development administration :-

started with the demands of newly independent countries and rapid socio-economic development.

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

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

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

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

2010's: → New public governance and a Neo-Weberian state.

Normative orientations and theory building: -

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

This includes newer concepts of power, organization, authority etc. Prominent scholars were Forsyth, Power and _____

v) Post-structuralism and Post-modernism

v) Influence & re-emergence: - PCA and NPM.

Mr Administrative state, Minnowbrook I, NPA and development administration.

iv) End of positivism: - This led to Kiddo's

Comparative PA.

iii) End of positivism (cross cultural comparison): - Leading to

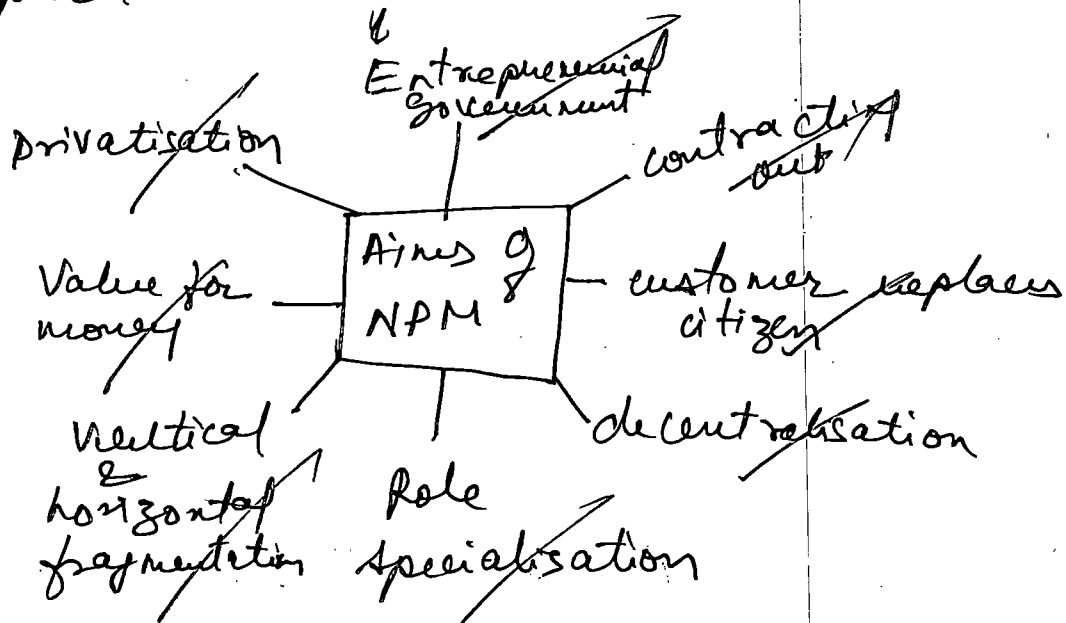
Doyle's, McLure's, Klein, Libert, Morison etc. It includes theories of leadership and motivation. Prominent theories include

experiments it led to Behaviorism.

ii) The human concern: - Astating from Hawthorne

"one best way". Yell of Disappointment

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



The demise of NPM: -

Context: -

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

ii) Emphasis was given on 'role purity' and single purpose agencies.

Remarks

(iv) Treating as customers ~~the~~ look to a lot of citizens values like rights

(iii) Gt failed to appreciate public interest.

in India like CBI, CVC and CAG
Media of Accountability mechanisms
Accounting by judiciary, legislature

(ii) Gt failed to realize the unique environment & public sector makes

(i) NPM brought Private sector management techniques to public sector

Content :-

(iii) This caused problems of political control, acc and accountability.
 (iv) Also, coordination became very difficult in such a fragmented system.

Good

liberty etc.

v) Loss of political control led to more politicisation of bureaucracy as politicians feared loss of control.

vi) In case of natural disasters, terrorist attacks, global financial meltdown (2008); a more unified administration was needed for central control.

Contradictory :-

i) It promised to get the economy garry but had to wider fiscal deficits and slowdowns.

ii) It promised autonomy but led

Remarks

to more hierarchy and control.

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

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

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

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

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procedures like health, education etc, it failed.

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

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

Good

Remarks

4. Answer the following questions:

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

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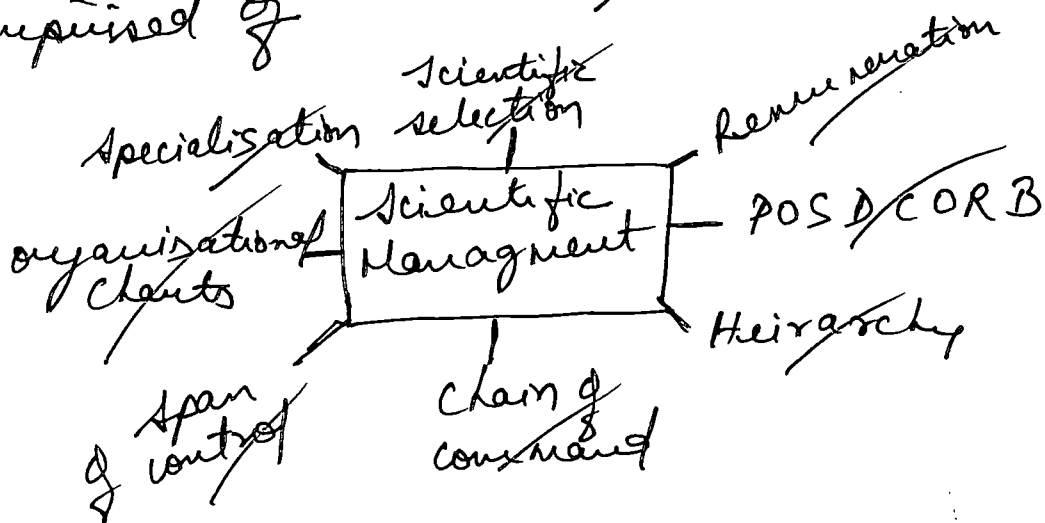
SECTION-B

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) The Scientific Management views as propounded by Fayol, Gullick, Urwick, Mooney etc, comprised of



It was useful for industries as:-

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

Remarks

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v) Was Designed for production process.

vi) ^{and} was value-neutral.

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

myth of economic man was broken

and Waldo broke the basic premise

of Dichotomy on which Scientific

Management was based. Even in management

it was replaced by socio-psychological

schools. Thus, its utility was limited to

industrial polyarchy.

5) The Human-relations grew out of the failure of scientific management and as a result of Hawthorne experiments.

It established new fundamentals like:-

1) Man is a social being instead of

Remarks

More
Capitalism
Required
include
Marxist
view

Dominated
by
Spunkalist

an economic body. (ii) Monetary incentives have a limited role.

(iii) Informal organisations play a vital role such as controlling production, group sanctions, norms and communication, leadership etc.

However, it was only related towards industrial organisations. It didn't

take into account factors like political, public interest, social, economic

symbolic etc in the field of public administration. It didn't advocate a

value-based approach. Thus, it took the social and psychological components into

consideration but limited it only to industrial organisations.

Behavioral approach

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

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

i) During the time of Weber, there were very few advanced countries with ~~capit~~ capitalism and a bureaucracy.

ii) Developing countries were still to come up ~~without~~ after 2nd W.W.

iii) Most countries were monarchies with traditional or charismatic systems with no legal-rational bureaucracy.

Moreover, Weber did actually include ecological ideas :-

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

Remarks

and the religious effects of the protestant ethics.

ii) He takes into account the Chinese and Roman bureaucracies, thus having a cross national component.

iii) He justifies that depending on the society whether it is traditional, feudal, patrimonial one gets the administration.

iv) He calls for 'impersonal order' because he is aware of the effects of society and nepotism.

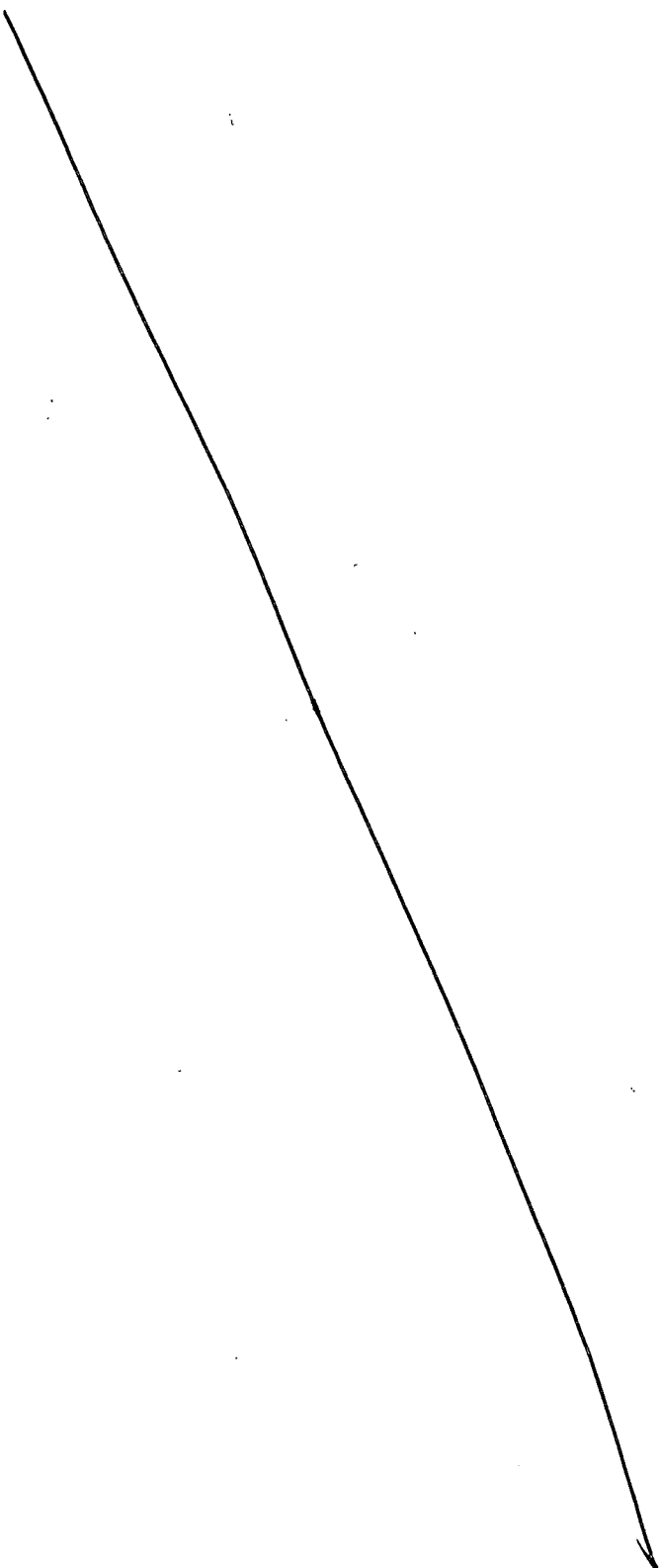
v) He accepts that it was democracy and rule of law and the desire to protect one's liberty that led to bureaucracy.

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

Remarks

Good

d)



Remarks

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

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

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

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

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leadership etc were considered important.

Disputed Humanism: - However,

it was discredited as humanism, as

it was lacking a value-based approach.

It did not regard social justice,

liberty, public interest, equity,

equality etc as vital.

Its ultimate aim was utilitarian maximisation

of profit, efficiency and effective means.

Thus, it looked at the most humanism as
was seen in further approaches
like NPA.

Good

6. Answer the following questions:

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

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

Endorsements of Weber:-

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

ii) classical management of Fayol, Gullick, Urwick and the POSDCORB too had

Remarks

underlying Weberian ideas -

iii) The Human relations movement :-

It aimed to change managerial techniques and realised the concept of 'social being'. However at the same time it accepted Weberian formulations of rules, regulations and hierarchy.

iv) The Behavioural movement :- Its

motive was the same as Weber i.e. efficiency. Weber considered bureaucracy to be most efficient.

However, it included factors like leadership, motivation, hygiene-needs, self-esteem etc to increase efficiency.

v) NAM :- It aimed to revive

Weberian ideas of control and efficiency in a more business oriented, fragmented systems. At the same time, it accepted Weber's central idea of rules, laws, regulation and structure.

Remarks

Repetitions of Weber:-

i) M P Follett and dynamic administration was the first to question the Weberian schools of authority, control, structure etc. He conceived the 'laws of situation' which is opposite of Weber's legal-rational system.

ii) NPA :- It attacked the Weberian notion of 'impersonal order', it raised a value laden approach, attacked 'dictatorship' as unproductive by Weber and the concept of efficiency.

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

iv) End of bureaucracy, Women Bureaucracy she advocates that with rising

Paper Model

Discuss

PCA,

NPM,

NPS,

Blackburn

NIOS,

Egovernance

Ecological

Approach

Remarks

9 ~~Andhra~~ Psychological
"Psychological
"Lipin"

Best human
Psychological
model

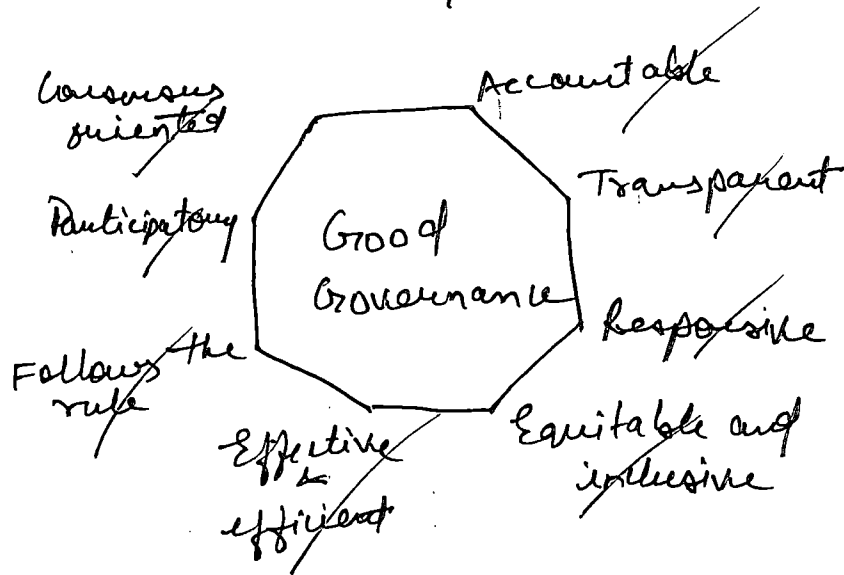
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globalisation, IT and modern communication, bureaucracy will end. There will be no more hierarchy, structure or any control.

1) Post-modern theories: - They contain many schools of thought. They question the very basis of (grand theories) or (organisation) and even the stability of language (Derrida).

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

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



Gender and governance :- Scholars like Camilla Stivers have brought the gender concern in governance discourse.

As per them, gender is a constituent

of every dimension of governance.

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

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

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

Moreover, the needs of the third gender

in this discourse has been realised only lately.

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

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

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

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

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

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

→ discuss gender budgeting, gender, anti-discrimination law.

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)

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Remarks

8. Answer the following questions:

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

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