

112 1/2

PUBLIC ADMINISTRATION

Time Allowed: 3 hrs.

Max. Marks: 250

Instructions to Candidate

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- 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 YASHWANT MEENA

Mobile No. _____

Date _____

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1. Invigilator's Signature _____

2. Invigilator's Signature _____

SECTION-A

1. Comment on the following into 150 words:

(10 × 5 = 50)

- (a) "The field of Public Administration is a field of business". (Woodrow Wilson) Comment.
- (b) "Conflict is the appearance of differences - differences of opinions and interests" - (Follet). Comment.
- (c) New Public Administration has neither been the saviour its enthusiasts promised, nor the devil its critics worried it would be. Discuss.
- (d) The charismatic approach of the mid-1970s is a "new version" of the classical Trait Theory of Leadership. Do you agree? Give reasons.
- (e) Warren Bennis puts leaders at a higher pedestal than managers. Do you agree with his approach? Comment.

a) The values of efficiency and economy in PA are adopted from field of business.

Right from beginning Woodrow Wilson wanted administration to be more business like, because to overcome the then problems of USA administration, emphasis on efficiency, economy, promptness, value for money, etc. was necessary. (5/2)

PA performs many ^{useful} activities like that of business like technical, production, accounting, auditing, etc. as noted by Fayol, and

Remarks

thus, it is a field of business.

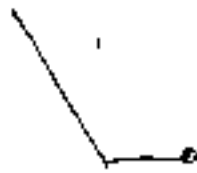
However, Wilson was cautious in this remark and also observed it is not business itself. i.e., PA is more heterogeneous, more organic, and welfare seeking unlike profit-seeking business enterprises.

NPM paradigm finally adopted business principles of managerial autonomy, decentralization, etc. to make PA efficient like business.

- b) Tolst believed that conflicts are inevitable in an organisation, given two distinct parties i.e., managers & workers.

Difference
of opinions

Managers view workers as lazy, responsibility avoider, like to be controlled (McGregor Theory X)



Workers on other hand, view managers as authoritarian and exploitable

(3)

Difference of interests

Answer writ.
concept of plus

Managers want maximisation of profits & wealth by cutting on cost of production

Workers seek increase in wages, supportive bases, worker-friendly policy of work environment.

Thus, making conflicts nearly permanent. However, Taylor's ideas of mental revolution, and later improvement in employer-employee relations with behavioural approach of participative management, Theory Y & Z reduced these differences & brought cooperation.

Remarks

c) NPA was the first effort to revitalise the field of PA.

NPA with its goals of change, equity, values and relevance | sought to answer

all the issues of contemporary ^{USA} administration.

However in reality, it soon faded out with emergence of PCA, Reganism, Thatcherism, new rights philosophy of 1970s & 80s. These ideologies shifted focus back to market from public as suggested by NPA.

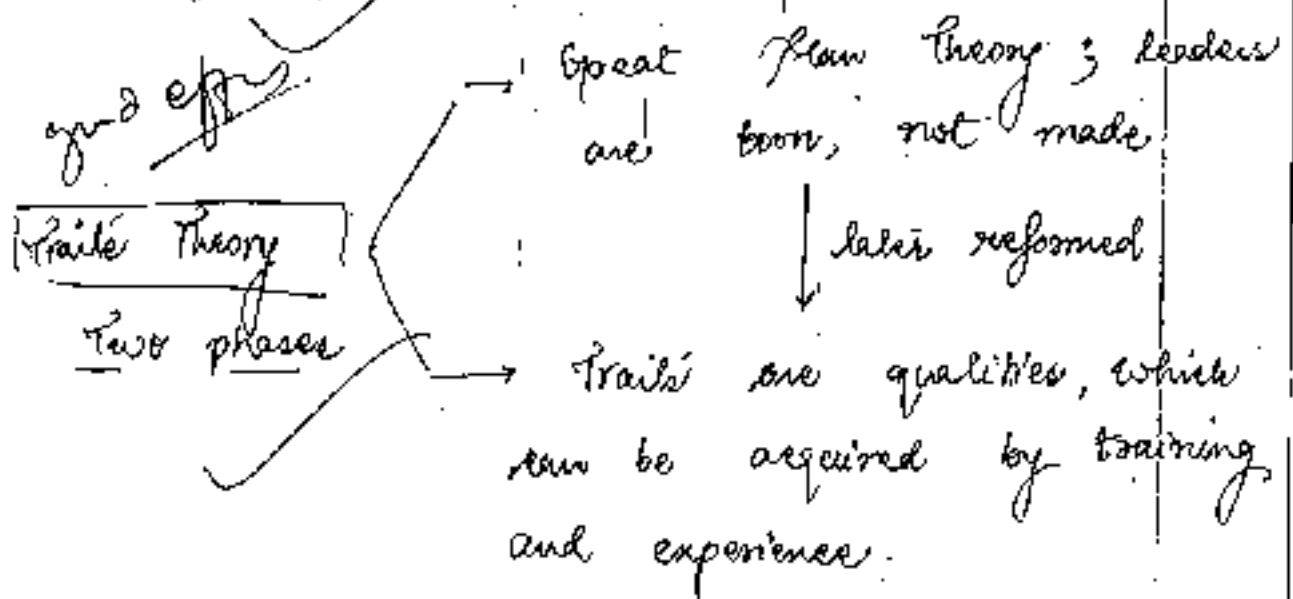
NPA was criticised for detour of efficiency in administration, but shifting its philosophical base to politics. It was argued the PA should be ~~lose~~ ^{lose} its identity to political science.

However, in the paradigm following NPA, finally the scope of PA widened to embrace good governance.

Thus, NEA was neither a bane nor boom, but it surely guided PA towards clients and society.
 answer as per context

d) Leadership is a key behavioural component in organisational theory.

Trait theory believes that organisational leadership is a function of certain traits like knowledge, communication skills, persuasion power, far sightedness, etc



The charismatic theory of 1970s believes that leaders have a distinct charm and charisma, which makes the followers to follow them.

Since, charismatic theory emphasise on inherent charisma, it can be seen a revival of initial phase of great man theory, which also said leaders are born as leaders.

However, with respect to contemporary view of traits theory, the charismatic theory is not a revival given that such charisma is acquired.

2) Leaders can take the organization to its right place, but fully utilizing its potential.

Warren Bennis was of the view that managers only have management-function of resources to perform. It involves utilization of inputs in an efficient manner to generate results.

However, ^{Analysis} leaders have both management-function and persuasion function. While managers could only use internal tools of control like incentive / punishment to achieve results. Leaders, largely rely on external tools to motivate employees towards organisational goals.

Thus, leaders were placed at higher pedestal, when compared to managers.

Remarks

2. Answer the following questions:

- (a) The criticisms stating Fayol's principles as 'cold-blooded engineering' with no regard for human element seem selective and exaggerated. Critically Comment. (250 Words) (20)
- (b) New Public Management and Good Governance are two theoretical perspectives of the same existential concept, but one has a larger and a much wider practical scope than the other. Explain. (150 Words) (15)
- (c) To talk about the regulatory framework is to talk about governance. Analyse the statement in the context of public-private partnerships and identify the elements of regulation. (150 Words) (15)

a) Fayol started the management process school, based on his experience and observations at a mining firm in France.

He gave the classical theory of management, which is universalistic in nature, and focuses on structure of organization, and functions of management. His ideas could be summed up as:

Six Common activities

1. Technical
2. Commercial
3. production
4. Accounting
5. Security
6. management

5. functions

1. Planning
2. Organising
3. Commanding
4. Coordinating
5. Controlling

Good
follows principles to efficiently perform these functions

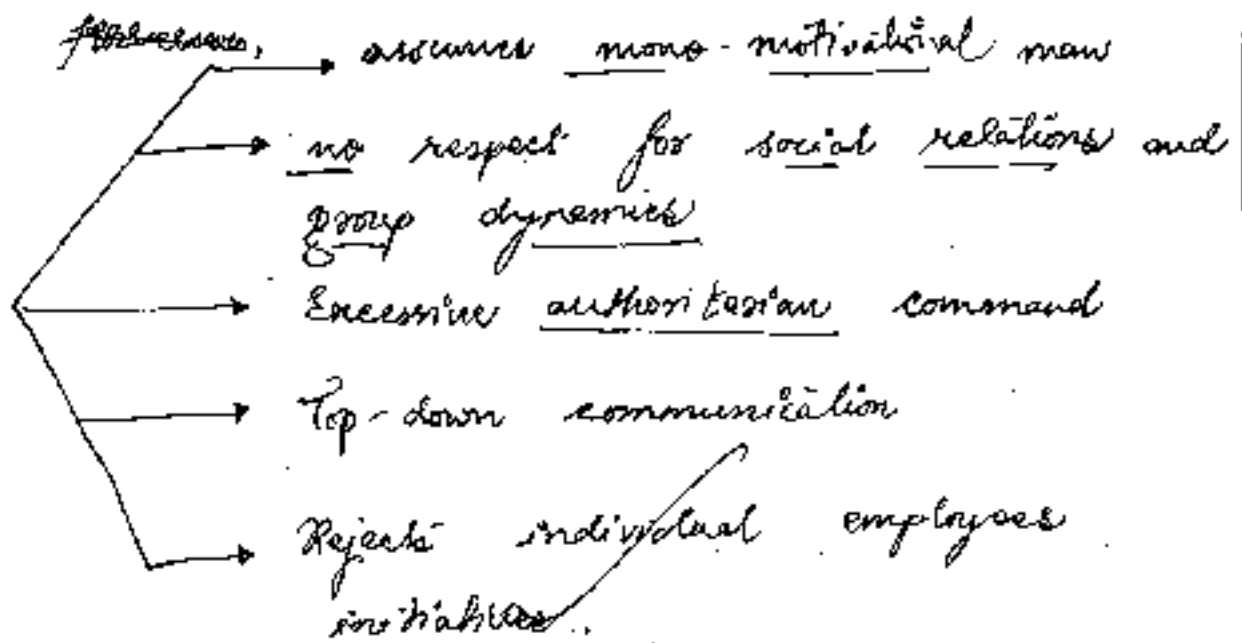
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14 principles

- like
1. Division of work
 2. Unity of Command
 3. Scalar chain
 4. Authority of responsibility etc.

Remarks

Scholars like Barnard, Simon, Mayo have criticised these principles as highly technical and mechanistic which treats humans as copy of machines, because



However, such a criticism would be selective and exaggerated as:

- 1) The context of Layol's work was to deal with low productivity and wastages.
- 2) Human soul's psychological needs was not a concern then, as employees had poor economic opportunities.

Remarks

Moreover, Fayol has also given some human aspect related ideas as well. eg. security of job and pay, team building (.esprit de corps), gang plank (horizontal communication), Unity of direction to reduce confusion & pressure of subordinates, etc.

Fayol's ideas were later balanced by human relations & behavioural approach, and eventually made his ideas more relevant to contemporary organisations.

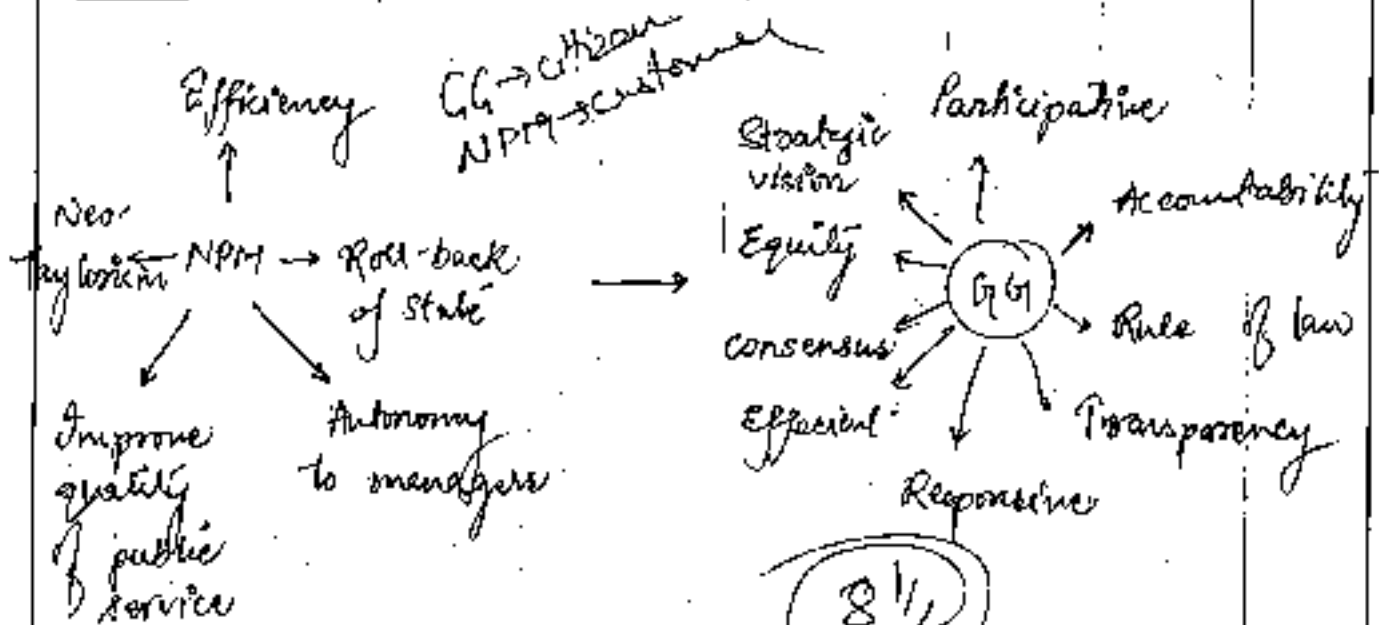
b) Both NPM and good governance emerged in early 1990s as a response to strong state vs. market debate.

When state vs market debate reached a compromise, NPM advocated that state should reinvent its role and re-engineer its procedures to become more efficient, by adopting tools, principles and values of private sector management.

Simultaneously, with change in structure of government, governance also underwent change. World Bank & IMF proposed concept of good governance, initially in context of sub-Saharan countries and later to all developing countries as a condition to development grants.

Thus, NPM and GTI are two perspectives of same concept.

Good Governance is a larger and much wider concept than NPM, as



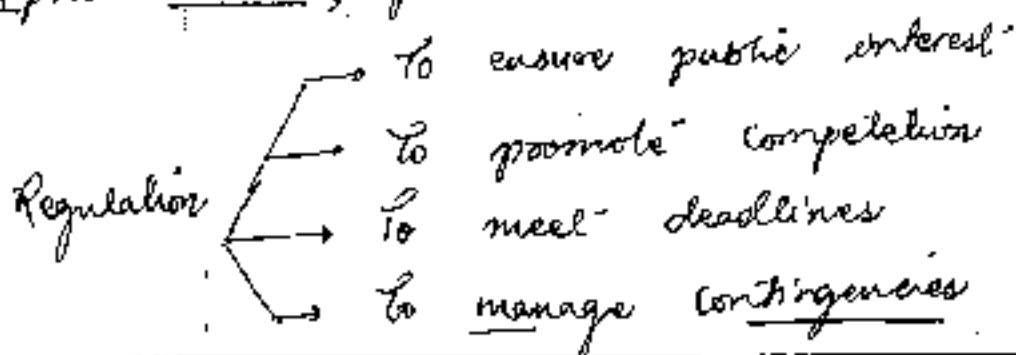
Thus, GGG has a larger scope for multi-actor governance; whereas NPM confined itself to profit and efficiency in government.

As a result NPM failed to bring good Governance, which led to emergence of New Public Governance paradigm which is more wider, balanced and inclusive.

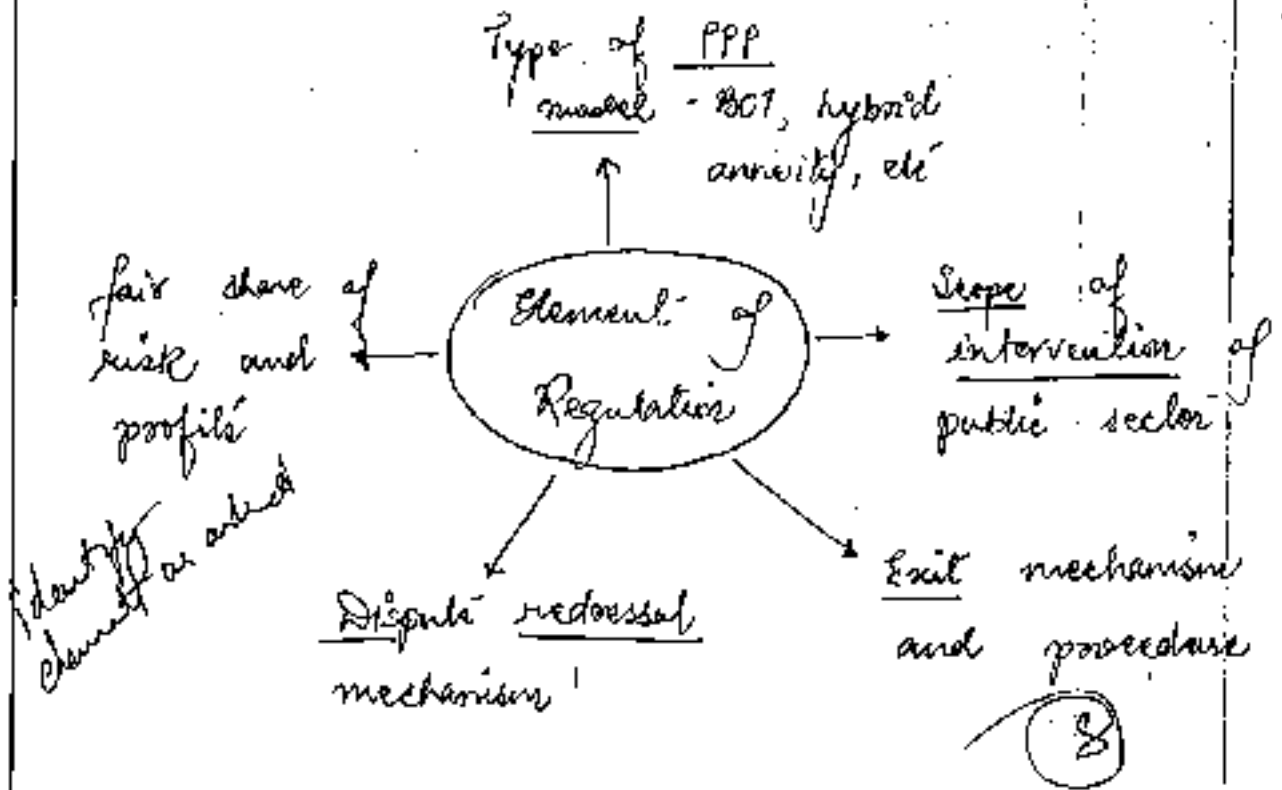
c) As governance today, involves multiple actors, regulation takes a central place to ensure better coordination among them in providing public services.

PPP is an arrangement which leverages to respective strengths of public and private sector to secure public interest. For example PPP in National highway projects in India has been success as government provides faster acquisition of clearances and private party brings funds & technology and better management to timely complete project. ~~Wood effect~~

However, PPP needs closer regulation, as evident from cases like Reliance Rapid Metro, post constructions, etc.



Remarks



Effective Regulation is necessary for governance, so that cases like Kalyan basin of deliberate lowering of profits by Reliance company, do not become a norm.

In PPP, there is a need to balance autonomy and accountability through well defined contracts, agreements & MOUs. And CAB's role regarding audit of PPP should be made more clear as per SC guidelines.

Remarks

Remarks

3. Answer the following questions:

- (a) Decision making in an organisation is contingent upon information and communication. Discuss. (Bernard) (250 Words) (20)
- (b) Institutional pluralism is at the core of privatization and is almost synonymous to rampant corporatization. Critically comment. (150 Words) (15)
- (c) In what way is Weber's 'legal-rational' model of bureaucracy seemingly 'irrational'? (150 Words) (15)

Remarks

Remarks

Remarks

Remarks

Remarks

Remarks

Remarks

4. Answer the following questions:

- (a) "Public administration is ultimately a problem of political theory". (Wallace Sayre)
Comment. (250 Words) (20)
- (b) "The Barnard-Simon Theory of Organisation is essentially a theory of motivation".
Comment. (150 Words) (15)
- (c) RTI is not only about citizen empowerment, but a paradigm shift in the concept of
accountability. Discuss. (150 Words) (15)

Remarks

Remarks

Remarks

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Remarks

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Remarks

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Remarks

SECTION-B

5. Comment on the following into 150 words:

(10 × 5 = 50)

- (a) Delegated Legislation is a necessity as well as an evil. Comment.
- (b) "The legislative control over administration is not as effective as it ought to be". Comment.
- (c) "Work Study" can have multiple interpretations. Comment.
- (d) Development administration is a multi featured enterprise. Comment.
- (e) "Performance Budgeting is a prerequisite for performance auditing". Explain.

1) Delegated legislation refers to legislations made by the executive on the subjects delegated to it by legislature.

In modern welfare state, delegated legislation is necessary as:

- 1) Rising in number of ^{good} government functions, both facilitation & regulation in addition to welfare → increase in laws but shortage of time with parliament.
- 2) Technical & complex nature demands executive expertise.
- 3) It provides scope for innovation & experiment.

Remarks

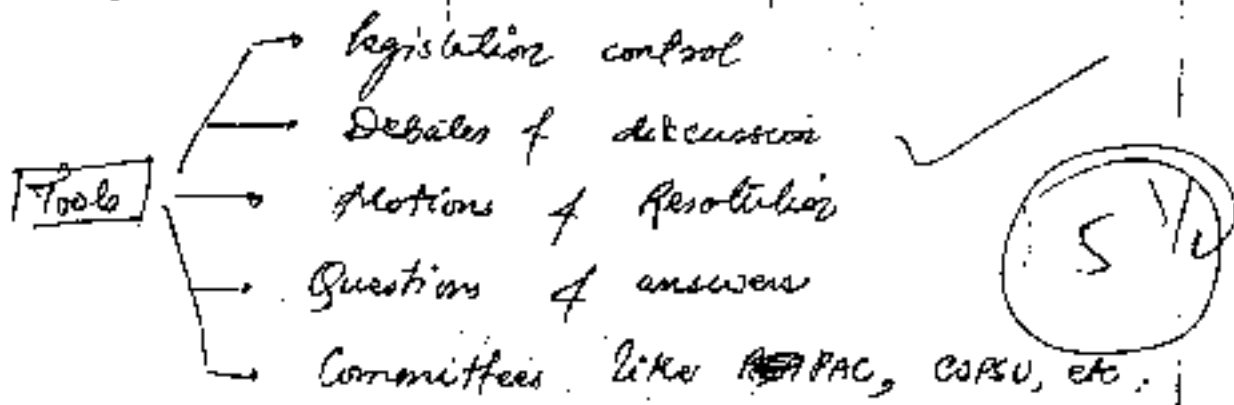
4) More suitable for citizen participation e.g. TRAI consultation paper of net neutrality.

Though necessary, but it also has some limitations that might make it with

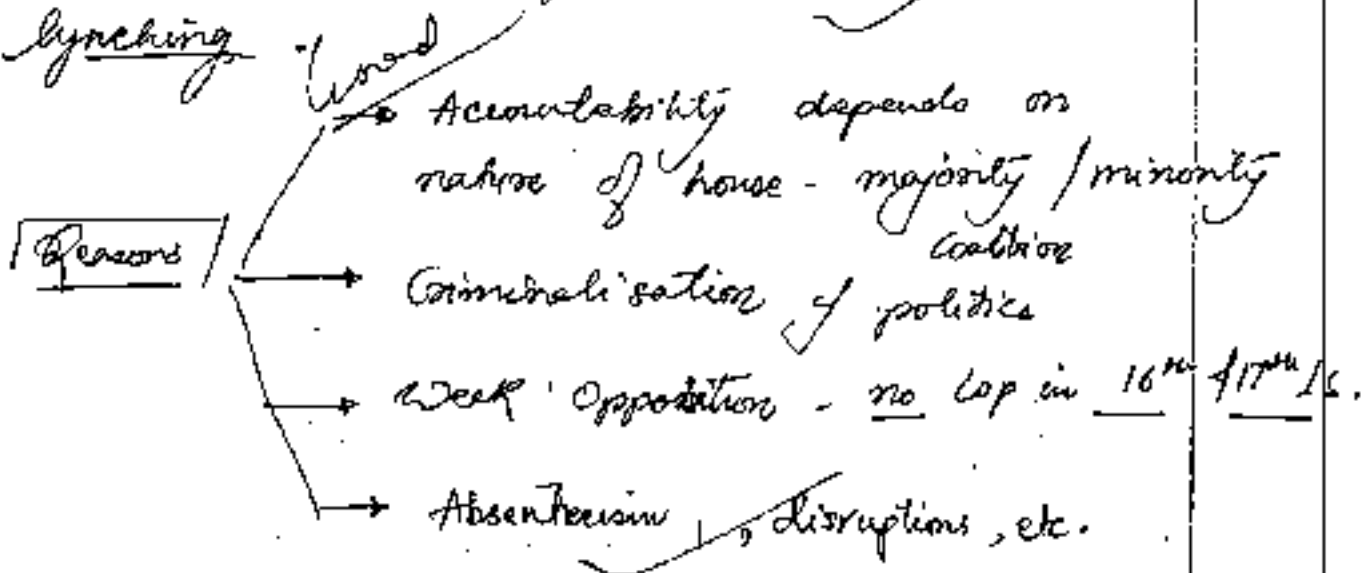
- i) Reduction in parliamentary control over laws
- ii) Violation of separation of power - neo-despotism.
- iii) Abdication of parliament's responsibility might reduce public scrutiny.

Thus, there is a need to ensure balance with Judicial review, parliamentary committee, active vigilance.

1) Parliamentary control over executive is necessary for accountability and maintaining quality in public service.



~~Controlled~~ Despite these tools, control is weak as evident in inability of Parliament to bring law against mob lynching.

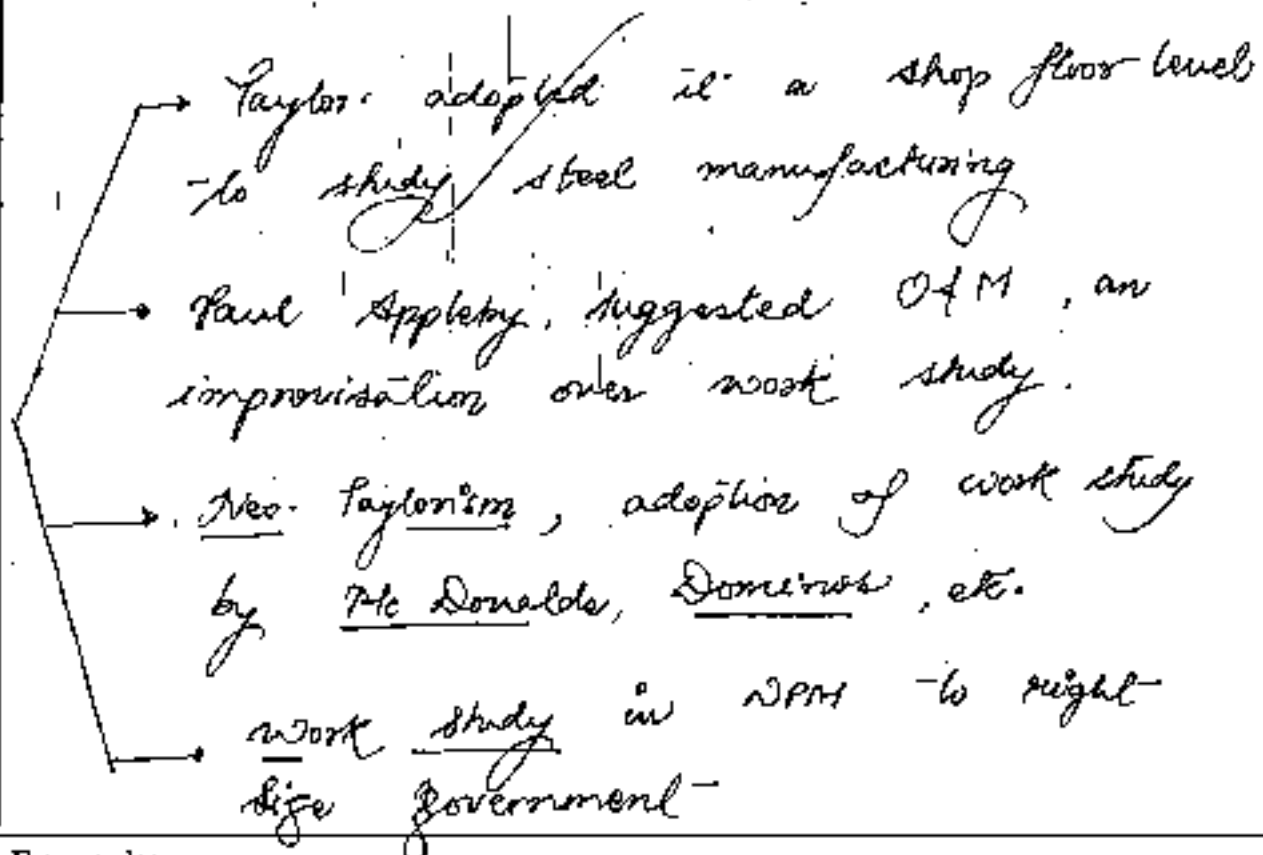


Remarks

Though on traditional fields, control remains effective, but on modern aspects in regulation, PPP, etc. control remains weak.

c) 'Work study' was suggested by Taylor as a technique to develop science of work.

As a ^{work studies} ^{was introduced} technique ^{on} of work management, it has multiple interpretations, like



Remarks

Work study has had both narrow
 & wide interpretation. (4)

e) performance budgeting focus on achievement of targets rather than only on outlay of funds.

It divides the budget into functions, programs and activities, which allows following benefits. lack of content (24)

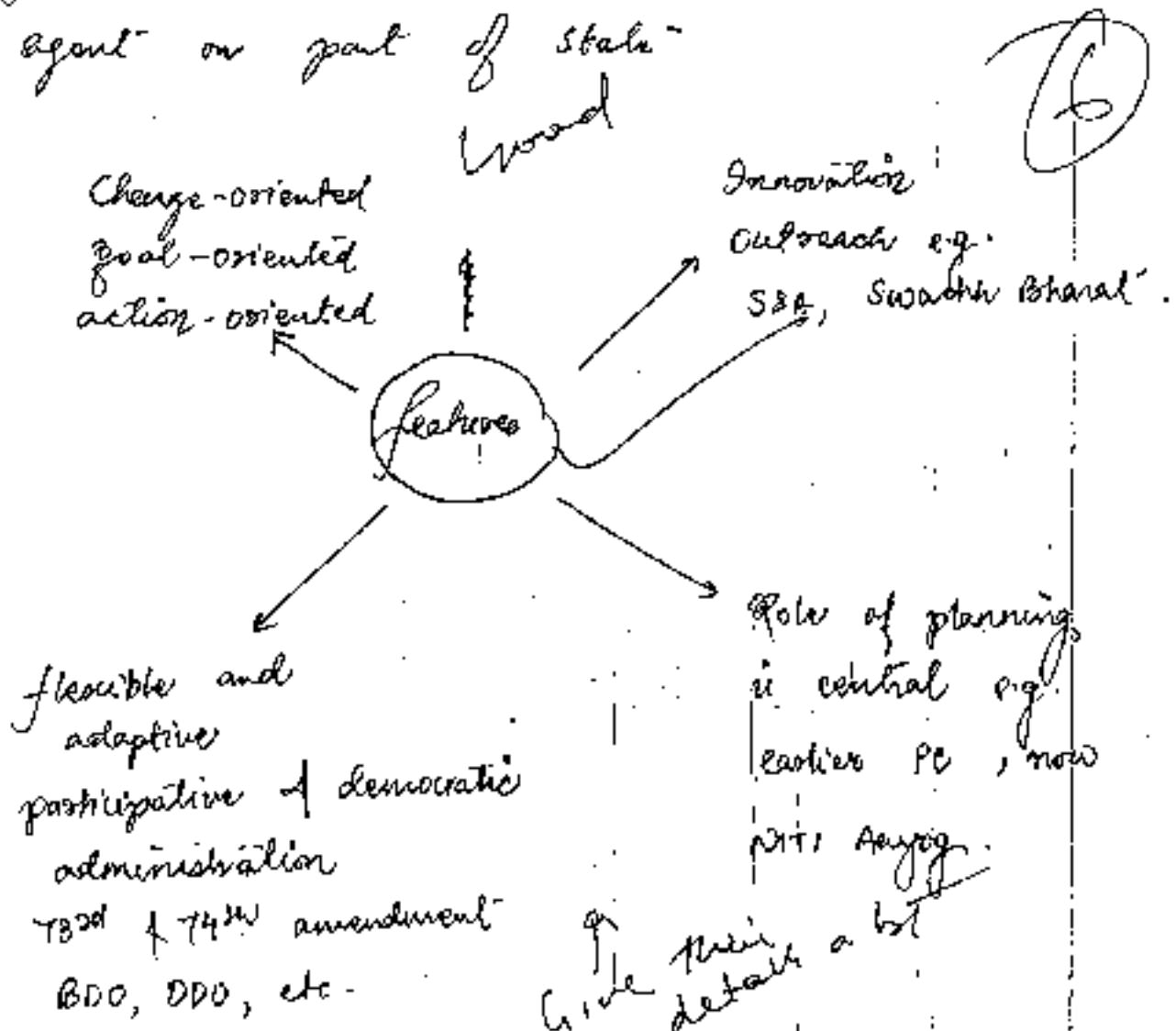
- 1) Direct link between activity head and budget
- 2) Makes budget simpler to understand.
- 3) Better tracing of resources to outcomes.
- 4) It undertakes cost-benefit analysis of alternatives.
- 5) Decentralised allocation of funds.

Remarks

Because of above features, it assists performance auditing. eg. Construction of 50 schools at cost of 500 crores under SSA and outcome/impact on literacy ratio.

d) Development - administration focuses on nation building and rapid socio-economic development.

DA, developed over features of weberian bureaucracy, and adopted new dynamic features so as to act as a change agent or part of state-



Remarks

In era of good Governance, DA has further adopted to change to incorporate non-state players of market and civil society. e.g. implementation of Mid-day meal by Akshayapatri, lateral entry - to bring private talent.

Remarks :

6. Answer the following questions:

- (a) "The term 'Development Administration' can be used only in a broad sense to mark the variety of approaches and points of view". Discuss. (250 Words) (20)
- (b) Performance Appraisal is tool for performance improvement. Analyse its significance for an organisation. (150 Words) (15)
- (c) Administrative Law has expanded over and above what Dicey had postulated. Comment. (150 Words) (15)

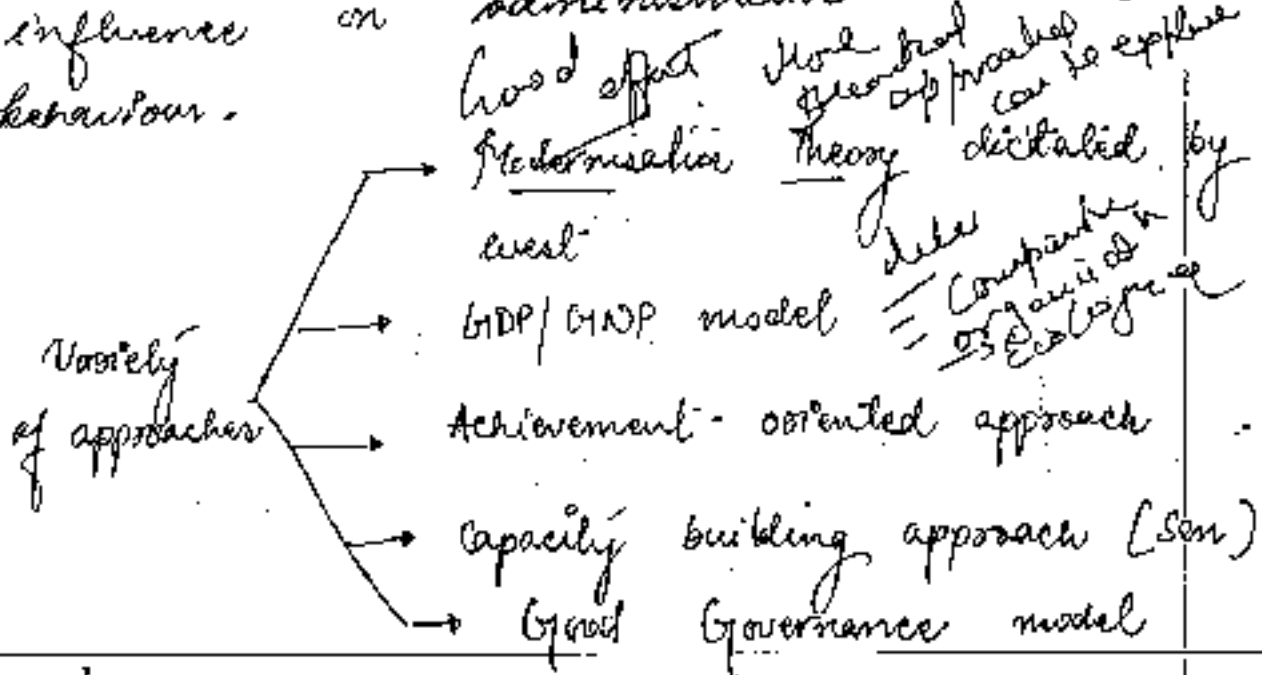
a) Development-administration emerged in 1950s & 60s in response to rapid development-needs of third-world countries.

9 1/2

Edward Weisner has defined DA as

"action-oriented, goal-oriented administrative system". While for Reggs, DA is outcome of

CPA, where ecology has bearing heavy influence on administrative structure and behaviour.



Remarks

Thus, development administration has various approaches, each build over failure of earlier approach, with respect to changing paradigms of PA from TPA to NPA, neo-liberalism, NPM, good governance era, etc.

As DA gradually shifted from being a practical process to a theoretical concept, different view points also emerged among scholars, e.g.

Donald Stone

- 4Ps - plan, policies, programmes, projects
- 5Is - Informalities, Innovation, Institute, etc.


George Grant

- propose (change)
- loyalties (-to the citizen)
- Attitude (positive)

On two aspects of DA, i.e., administration of development (AD) and development of administration (DA) as well, scholars have different opinions.

Edwards
weldner → AD
↓
DA

- Straight forward relation
- positive view

Riggs 

- Egg-chicken relation
- pessimistic view

At present, DA approach is not very clear with roll back of State, but one thing is clear that it remains relevant given developing countries still face similar problems as in 1950s & 60s like poverty, poor health & education, low per capita income, etc.

b) Regular assessment of human resources for their strengths and weaknesses is critical for organisation.

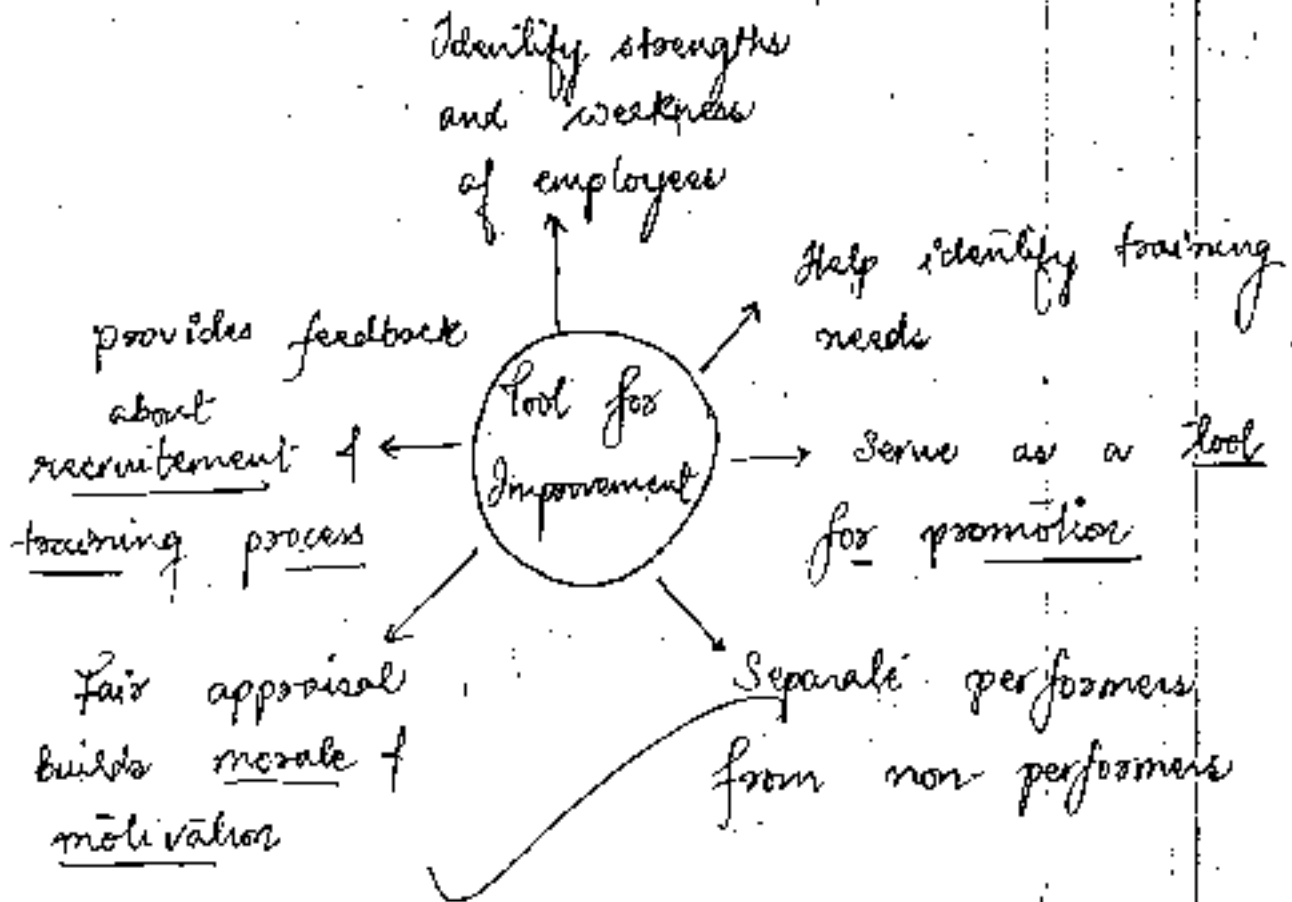
Performance appraisal refers to measuring employee's performance at a job with respect to pre-established benchmarks. Organisations use various techniques, largely classified as traditional and modern.

- | | |
|---|---|
| <u>Traditional</u> | <u>Modern</u> |
| <ol style="list-style-type: none"> 1) ACRs 2) Essay method 3) Critical incident method 4) Ranking & Grading, etc. | <ol style="list-style-type: none"> 1) 360° Appraisal 2) 720° Appraisal 3) Performance management 4) APARs, etc. |

8/12

It is a continuous process, taken by HRM department of organisations.

Remarks



It is in this relevance, that ^{2nd} ARC has suggested for effective performance appraisal at 14 years and 20 years of service, also government's recent reforms of 360° appraisal and SPARROW for secretaries & PA's officers.

c) Administrative law evolved as a concept in welfare state in 19th century, especially in context of Europe.

When Dicey postulated AL, he rather took a narrow view and propounded that AL and Rule of Law cannot co-exist. He, in fact viewed AL in a negative light where he said it was partial and leads to differential treatment

of State and common man. He failed to understand soit administrative in totality and as a result AL suffered in its initial stage.

However, when later scholars rejected Dicey's view, AL grew both in terms of scope and objective. Also it developed a healthy co-relation with ROL, where both complement each other.

Remarks

AL, at present

- defines power of state
- limits on power of state
- manner of exercise of power (7)
- Grievance redressal in case of violation of citizen's right.

e.g. power of police in civil matters,
imposition of fine on traffic rule violation,
consumer courts for grievance redressal,
citizen charters, etc.

However, its scope remains unclear,
 and thus, at times it leads to
 curtailment of citizen's rights. Therefore,
citizen awareness, and grievance redressal
 is necessary to limit AL.

Remarks

7. Answer the following questions:

- (a) The categorization of 'Balanced' and 'Unbalanced' politics is nothing but an attempt to vindicate futile academic theorization of Comparative Public Administration - (Riggs). Comment. (250 Words) (20)
- (b) Public borrowing can have varied effects on the economy. Examine. (150 Words) (15)
- (c) Tribunals and the Executive should have the same relationship as the Executive and Supreme Court/High Court. Comment. (150 Words) (15)

Remarks

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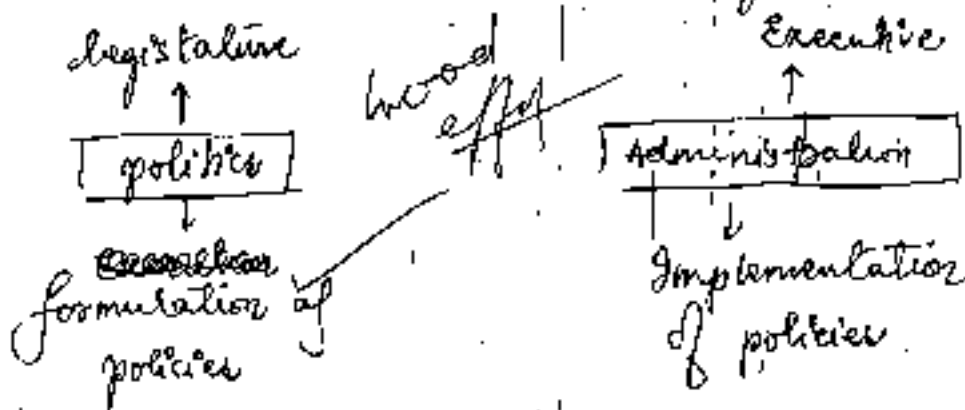
Remarks

8. Answer the following questions:

- (a) "Public Administration is considered synonymous with policy implementation". Argue. (250 Words) (20)
- (b) Drucker said "Management principles should not tell us what to do, but only tell us what not to do". Do you agree? Give reasons. (150 Words) (15)
- (c) "Rationalism" and "Incrementalism" are the two sides of the coin called "Public Policy". Explain. (150 Words) (15)

a) PA as a discipline laid its basis on politics - administration dichotomy, in 1st paradigm of 1897-1927.

Initially, Wilson through his essay and later Frank Goodnow in his book 'politics and administration' (1916) strengthened dichotomy.



This dichotomy continued till 1950s, when Lot Gausse noted "theory of PA in our times is theory of politics as well".

Remarks

Thus, dichotomy lost its theoretical base, but in reality PA is still synonymous with policy implementation.

It is not to say that policy formulation is outside scope of PA, but to emphasise the success of PA depends on how policies are implemented.

Paul Appleby, noted after giving frank & fair advice to ministers, bureaucracy should accept whatever policy the minister proposes. And implement it with commitment and interest.

For example, PA is more about successful and effective case solving by policy, or reduction in IMR and MMR, higher skilled and educated human capital and so on.

This, in ^{this} respect, there is need to

Reform field level administration, especially at district & block level. SDO, patwaris, constables should be better trained & equipped to perform as per 2nd ARC recommendations.

b)

Remarks

Remarks

c) Public policy refers to the overall framework within which the government perform various activities to achieve its objectives. e.g. National health policy, Minimum government, max governance, etc.

Thomas dye defines it as 'whatever government decides to do or not to do'.

Public policy evolution can be categorised as two paradigms. Wood

Rationalism

Incrementalism

1) The best policy

The fairly objective policy

2) Radical reforms

Incremental, reforms

step by step

3) More prescriptive

Descriptive in approach

4) More idealistic approach

More pragmatic approach

as it accepts limits of

Time, cost & brains.

Remarks

policy model

Simon's bounded rationality

Doos's normative model

Lindbloom's disjointed
marginal incrementalism

Game theory

Elite mass

Institutional model

However, these differences are more in theory than in reality. In fact both go hand in hand and often adopted simultaneously. For example, GST reform - a radical reform but advanced through incremental changes like e-way bill, gradual change in rates etc. ✓

~~Nevertheless, for failed reforms~~

The nature of state & society is so that radical reforms every time would bring chaos and confusion. ~~And~~ incremental approach always would maintain status quo.

Thus, a combination of both approaches is needed; as visible in Amatai Etzioni's

mixed-scanning model, etc.

Remarks