

GIS SCORE

Mock 1 (Paper - I)
TEST - 08

111 1/2

PUBLIC ADMINISTRATION

Time Allowed: 3 hrs.

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.

1. Invigilator's Signature _____
2. Invigilator's Signature _____

Name YASHWANT MEENA
Mobile No. _____
Date _____
Signature Yashwant

REMARKS

GS SCORE

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SECTION-A

Attempt all questions:

1. Comment on the following into 150 words:

(10 × 5 = 50)

- (a) Popularity and controversy has become two sides of Taylorism. Comment.
- (b) Wilson's work was seminal in the growth of the discipline of Public Administration. Comment.
- (c) 'Morale is a double edged sword. It can raise organisational effectiveness or decrease it'. Explain.
- (d) Systems approach explains the interplay of administrative phenomenon. Comment.
- (e) 'The civil society has many faces'. Explain.

(a) After Industrial Revolution, Taylor came up with scientific management principles - to address low productivity and wastages.

Taylor gave four principles of science of work, scientific recruitment & training, mental revolution and conscientious division of authority and responsibility. Stoppage - look of work & time study, piece rate system, functional foremanship, etc.

His theory became very popular in early 20th century, in both private and public.

Remarks

Organisations. So much so that, it was coined as scientific management movement. Even Russian Organisations adopted it as Stakhanovite revolution. Even later, India adopted it as. O.P.M., in 1986, ~~at~~ ~~the~~ ~~year~~ 1918 and so on.

On the other hand, it was controversial as managers, trade unions all criticised it. In fact, Taylor was charged of conspiracy against trade unions and a trial was held by Special Committee of US Congress.

The committee gave Taylor a clean chit which further increased his popularity.

Taylor's principles are still relevant for PM, and help to address challenges of Administrations.

b) Woodrow Wilson gave the initial impetus to study of public administration as ~~then~~ a separate discipline.

In his 1887 essay titled "The study of Administration" he identified the need of its study in the backdrop of problems of spoils system in USA.

He made politics-administration as the base of study of PA. And he further gave some theme for its study i.e.,

- i) PA be less unbusinesslike;
- ii) PA be scientifically studied & developed.
- iii) PA should be comparative

Here, it is visible that his ideas were developed by future theorists and scholars, such as:

- i) Science of PA by Herbert Simon, Liags, etc.

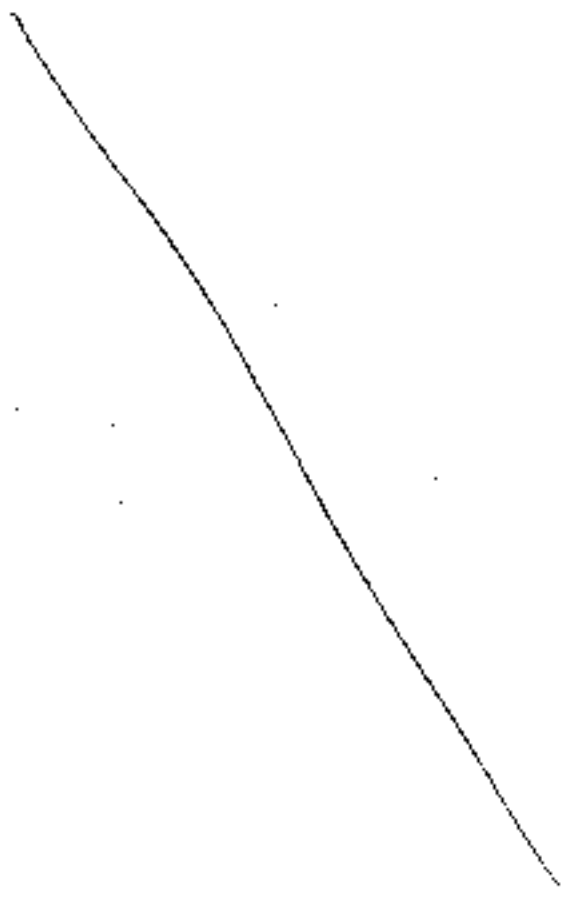
- ii) Development of CPA in 1950s onwards
- iii) Emergence of NRM perspective in PA

Thus, his ideas were seminal to growth of discipline of PA.

Wilson's ideas were criticised then, but his ideas proved their strength in their contribution in evolution of discipline of PA.

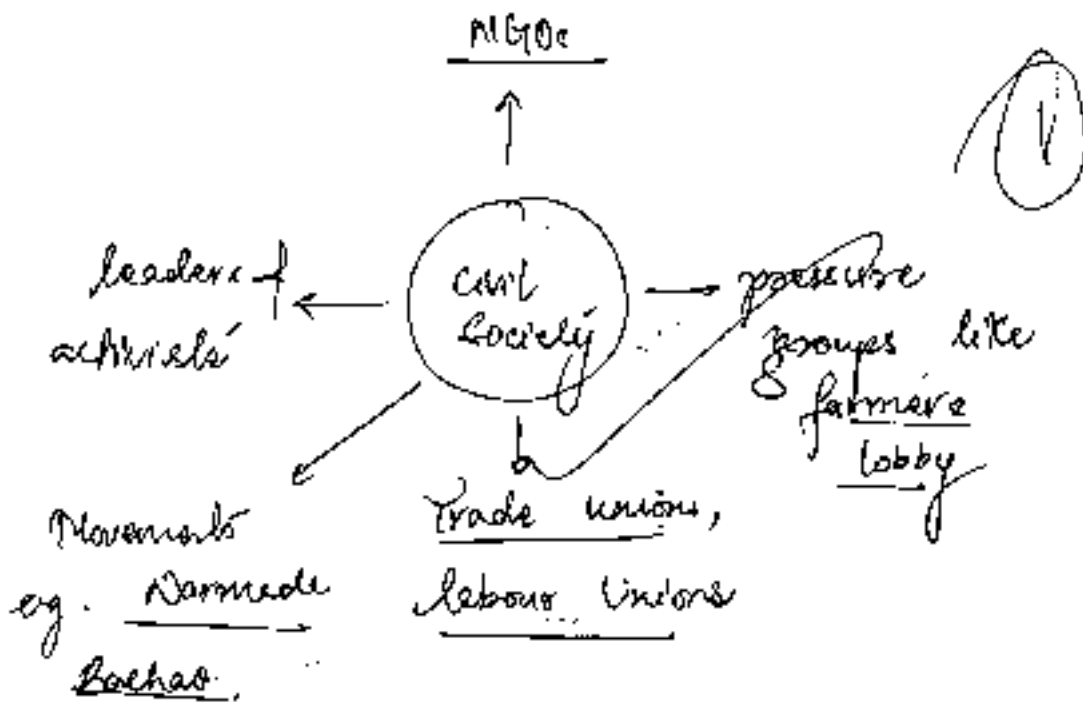
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Remarks

e) Civil society has many faces



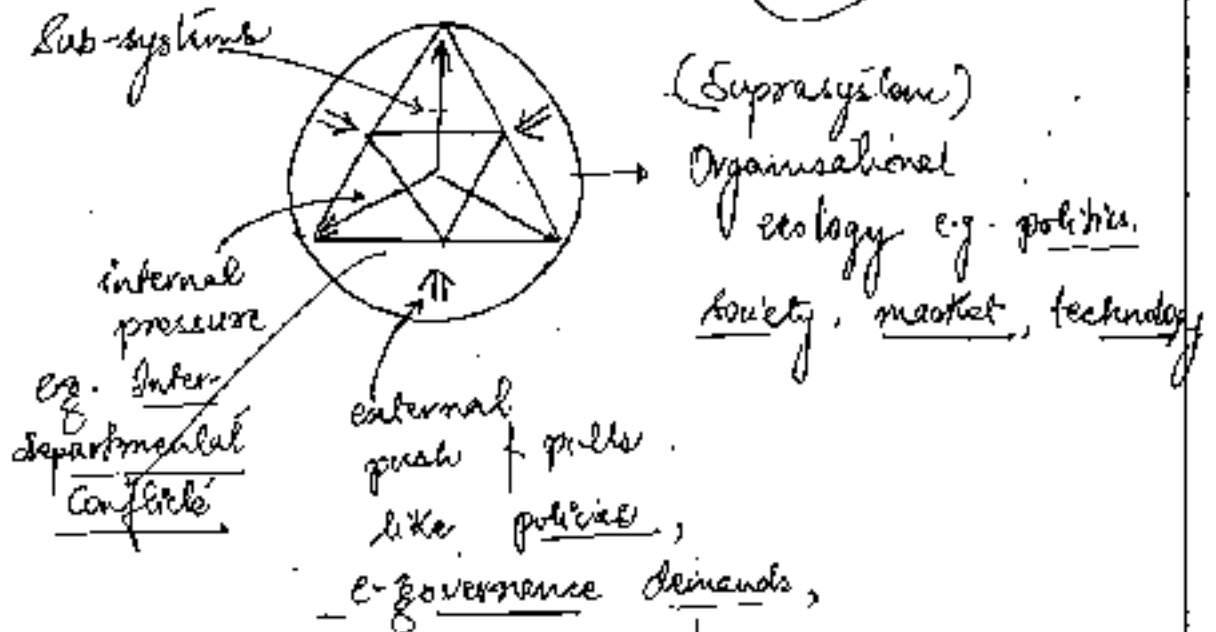
Remarks

d) System's approach was adopted in PA during 1950s + 60s from biological sciences.

System's approach seeks to explain the Organisations as an open system as against classical perception of closed system. Secondly, it explains concepts of sub-systems, supra-system, entropy etc. to explain dynamic nature of organisational functioning.

Focus on actual phenomenon

3



Remarks

Thus, it explains the interplay of both internal and external administrative phenomenon.

Systems approach widened the scope of PA, and made it stronger to handle the challenges of LPE.

2. Answer the following questions:

- (a) Riggsian analysis of prismatic model is not only relevant for developing societies but also for developed ones. Analyse. (250 Words) (20)
- (b) Delivery of Policy is the cornerstone of Policy Analysis. Discuss. (150 Words) (15)
- (c) Advent of E-Governance has altered the role of Public representatives. Comment. (150 Words) (15)

Riggs developed a ecological model to study developing societies vis-a-vis developed societies.

F.W. Riggs in his quest to develop a true science of administration through comparative study gave various models from 1956 to 1975. Starting with Systema-Inductia (1956) he finally gave fused-prismatic-diffracted model in 1959.

Riggsian prismatic model is relevant to developing countries, wherein he explains various features of prismatic societies, and later gives a development model in his work prismatic societies revisited in 1975.

Remarks

Features

- 1) Heterogeneity
- 2) Formalism
- 3) Overlapping
- a) Check
- b) Nepotism
- c) poly-normativism
- d) power-overlap
- e) Control vs Authority

Relevance

India, Bangladesh, Pakistan have co-existence of different systems and viewpoints e.g.

Modern vs traditional,

Transparency vs opacity.

e.g. issues in implementation of RTI Act, because of this.

Issues of corruption because of formalism

Also on development front, developing countries are facing problem of mal-integration - e.g. despite multiple regulators in Indian financial sector, scams like PNB, SHARDA etc. occur, because of lack of integration.

On the other hand, Riggsian model is relevant to developed countries as well:

- 1) USA introduces overlapping of institutions

Remarks

to induce competition.

ii) Different levels of integration explained as
eco, ortho & neo differentiated societies

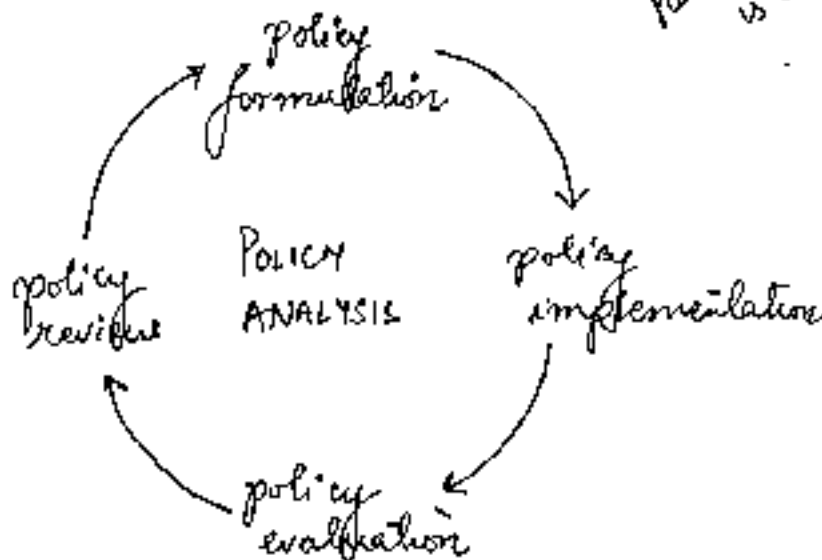
iii) Wood However, Riggs has taken unidimensional
 view of transition from developing to developed
 and has taken developed societies as an end.
 Thus, limiting their application to developed
societies.

None the less, Riggsian model gave a
ecological push to discipline and practices
 of PA, making it vibrant and resilient.

1b) In (PA) ^{Pub. Ad. / Policy Analysis?} it is often said, policies are as good as they are implemented. Even average policies can generate optimum results with effective implementation.

Policy Analysis as a separate domain has been studied by Yehezkel Dori, and Herbert Simon. Policy analysis seeks to identify different phases of public policy, and verifies the utility of various public policy models like rational model, garbage can model, etc.

focus on how pol. delivery is constructed



Remarks

Of all these phases, delivery of policy is most important, as the envisaged plan now faces the challenges of reality.

For example, in Skill India Mission, results were not optimal because of implementation constraints like

- i) Lack of bureaucratic enthusiasm
- ii) Gap in Quality Council of India's certification to ITIs
- iii) Excessive centralisation, instead of decentralised level autonomy.

Thus, implementation brings out the pros and cons of policy framework.

But, it would be too conservative to emphasise only on policy implementation. In fact, policy evaluation and reviews are equally important to learn from past failures.

and promote innovation. e.g. Industry -
academic link in Skill India Mission
added later on.

Policy analysis is a cyclic process,
with every phase having co-relation to
the other, and no stage can be
viewed in isolation.

c) E-governance has made the administration
more transparent and accountable.

E-governance is the use of ICT to
promote public-service delivery and citizen
participation in administration. It is

In traditional era, public representatives
under the principle-agent theory held the
executive accountable on behalf of
citizens. Thus, there was an indirect-
citizen control on administration, which
was rather weak & episodic. The main

instruments being questions, debates, motions, etc.

However the e-governance era has changed the relationship. Now the citizens are

directly holding administration accountable

with instruments of RFI applications,

online grievance redressal like CPGRAMS,

direct participation in policy making, e.g.

TRAI Consultation papers, MyGov.in, etc.

In this backdrop, the role of people's representative has changed, to which ^{more} _{pts.} can be added.

i) Facilitating direct involvement of citizens in administration by e-governance reforms further.

ii) Overcoming shortfalls of e-governance and strengthen accountability.

Thus, public representatives should have changed a bit.

However, e-governance cannot substitute
for legislative control & accountability.
Rather they both supplement & complement
each other.

3. Answer the following questions:

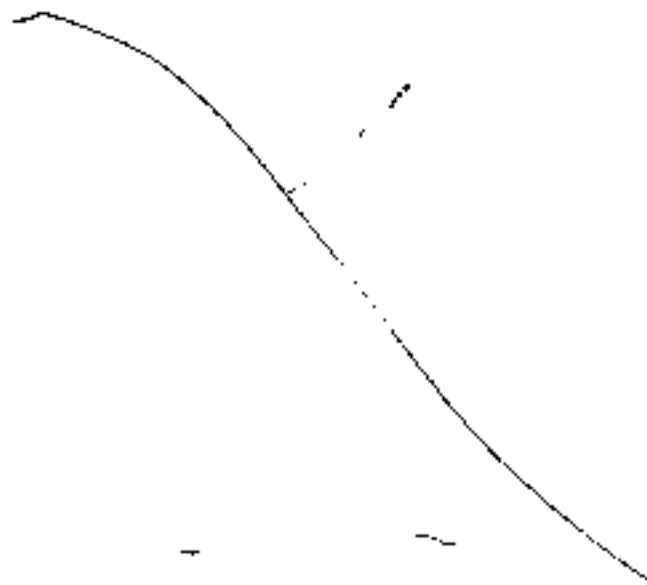
- (a) The conceptual division between administrative and constitutional law is quite porous, and that along many dimensions, administrative law can be considered more constitutional in character than the constitutional law itself. How would you justify the statement? (250 Words) (20)
- (b) Follet was an Idealist. Critically Analyse. (150 Words) (15)
- (c) Public policy should be a synthesis of Rationalism and Incrementalism. Analyse. (150 Words) (15)

Remarks

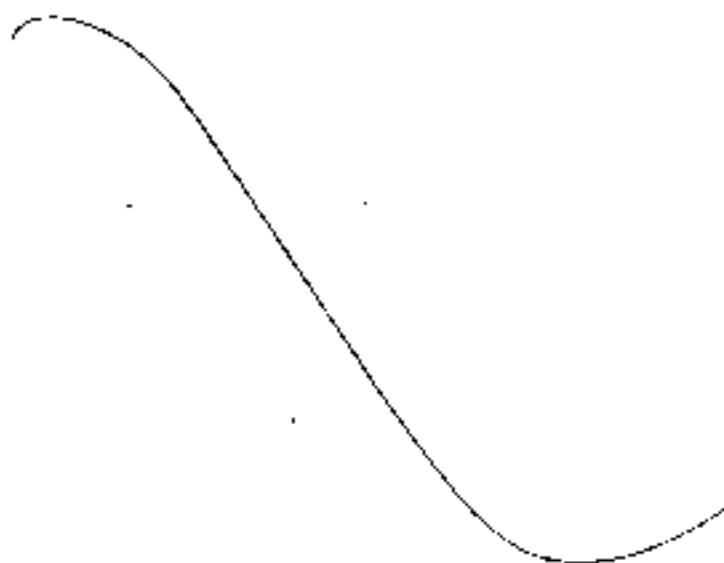
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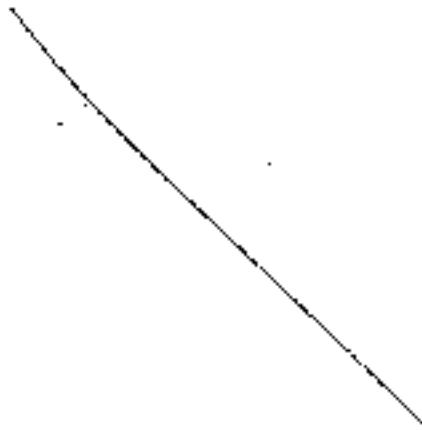
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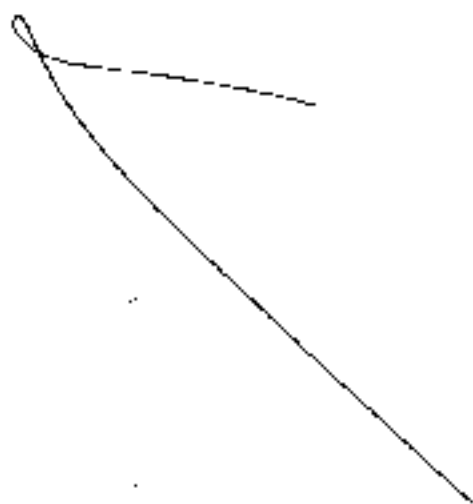
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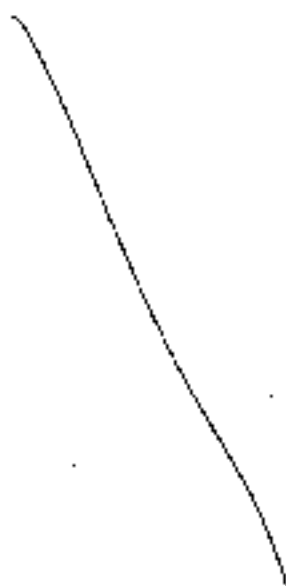


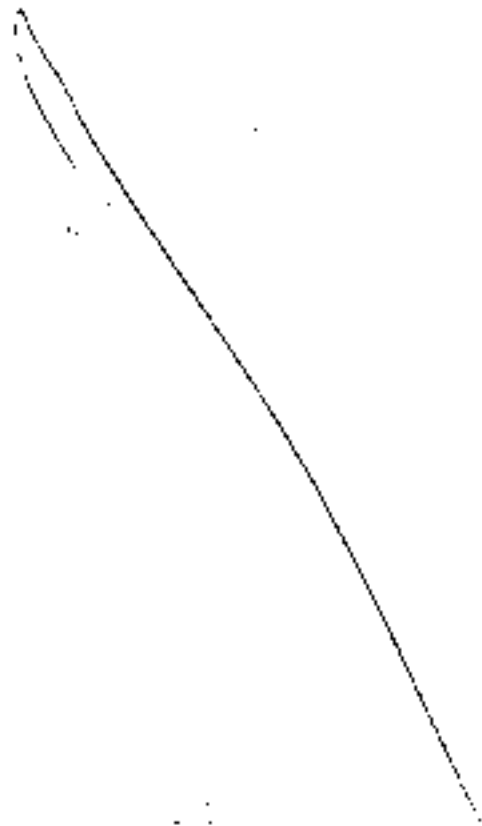
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Remarks

4. Answer the following questions:

- (a) Training is more of a junket than skill building. Analyse with reference to India. (250 Words) (20)
- (b) SHGs have acted as a catalyst for Women Empowerment and have brought attitudinal changes in the way society looks at gender issues. Discuss. (150 Words) (15)
- (c) Authority has mutated from the concept of domination to a shared value. Analyse. (150 Words) (15)

a) Training is a key element of personnel administration so as to keep public officials updated to administrative settings. (10)

Simon has defined training as a process of imparting skills, and knowledge and attitude to develop capacity to perform better on present tasks and uptake future responsibilities.

With reference to India, training can be classified as

- i) Induction training
 - ↳ foundational training
 - ↳ professional course

ii) Mid-career trainings, usually after 10-12 years of service

Remarks

Despite its importance being highlighted by theorists and various committees, several gaps are visible:

- 1) Induction training is not taken seriously (Hota Committee)
- 2) Training performance is not adequately adjudged in absence of standard benchmarks
- 3) Promotions are not linked to successful completion of training.
- 4) 2nd ARC said most training courses are old, and do not reflect present needs.
- 5) Training are more of 'paid holidays' rather than skill building (2nd ARC)

As a result, Kiran Aggarwal Committee

2012 recommended several reforms

- 1) Successful completion of Induction training mandatory to final appointment.

2) Review and improve training courses and institutes

3) 25% of budget fund for training purpose.

Also 2nd ARC recommended:

1) Mid career training is successful completion for promotion.

2) Two tier training system - lower and higher

3) Boost morale & motivation of trainees.

Training is in spirit of contingency theory - regular adjustment to changing environment, and hence must be taken seriously.

b) Women SHGs in India were started in 1990s on Bangladesh SHG model to eradicate poverty and promote women empowerment.

SHGs are small groups where people pool resources to develop capacity and collectively overcome poverty. It largely focus on skill promotion and livelihood through access to credit under SHG & bank linkage program.

For example, Lijjat Gopad, started as a small group is now leading example of successful SHG.

SHGs have acted as catalyst for Women Empowerment

1) Economic opportunities to women made them independent and enhanced decision making power in family.

Remarks

- 2) political empowerment - women discuss political issues, even SHG leaders went on - to fight local elections in panchayats
- 3) Technological advancement - with help of NGOs, SHGs have benefitted from digital India
 e.g. access - to e-commerce,
Taj hotels in Mumbai procure fish from women SHGs only (9)
- wood
 Alongside, SHGs have also brought - attitudinal change
- 1) Women became more vocal on gender discrimination. e.g. early marriages, domestic violence, etc.
- 2) Success of women and their potential forced male members - to change their outlook.

Remarks

SLTs along with 73rd Amendment empowered women especially at grass roots.

Now there is a urgent need to replicate SLT success in semi-urban and peripheral areas to continue this revolution.

c) Authority has changed as an organisational concept from classical to modern theorists era.

Authority is the positional concept for classical thinkers like Layton, Layton, and Weber. Weber especially, worked on concept of Authority and build up his Weberian bureaucracy on the base of legal-rational authority.

In classical era (1900-1950s) authority was viewed as
 i) positional power to exercise domination

Remarks

ii) Coercive and top-down method.

iii) Instrument of internal control

The idea of authority pretty changed under M.P. Follett, who visualised authority and responsibility as flowing out from situation and not position. She emphasised on persuasion and co-active control rather than coercion.

Carrying forward the idea, scholars like Chester Barnard defined authority as "Quality of communication, by the virtue of which it is accepted." This he made authority a two-way process where subordinate has a say - to accept or not - to accept authority.

Thus, authority now became a shared value. Later behavioural scholars like Rensis

Remarks

Li Kert, Chris Argyris, developed participative
management - taking authority as a shared
value.

Remarks

SECTION-B

Attempt all questions:

5. Comment on the following into 150 words:

(10 × 5 = 50)

- (a) Weber's "Iron Cage rationality" is manifested in E-Governance. Comment.
- (b) Public interest cannot be the sole criteria to evaluate public policy. Discuss.
- (c) "Organisation is a set of Activities". Comment (Bernard).
- (d) Globalisation has brought with itself the "Corporate state" and has replaced the traditional "welfare state". Analyse.
- (e) Marx viewed the bureaucracy as reflection of the nature of state. Comment.

a) E-Governance has reduced scope of human intervention in public service delivery.

Weber's bureaucracy is believed to be the Iron cage of rationality, hardest to destroy once fully established. This is because of its features

- 1) Logic of rationality (Rule-based)
- 2) Merit based
- 3) Impersonality
- 4) political neutrality
- 5) Specialisation, etc.

Similarly, E-Governance is a continuation of

Remarks

Government like Online ^{RRI} applications, tax-filing, e-auctions, e.g. coal mines in India etc. have these features which prevents Corruption, rent-seeking and delays in public services delivery.

However, Weber's rational cage created two problems of

- i) Alienation of employees to the self
- ii) Threat of bureaucracy becoming ~~institutional~~ institutional from instrumental.

Though e-governance is devoid of these issues, but threats of data breach, and other cyber crimes haunt it.

Thus, e-governance should also focus on safety and security of citizen's data via respecting their privacy.

6) Public policy is the key instrument of public welfare in a state.

And public welfare has to be ensured through regular evaluation of results of public policy. Given multiple objectives of state, policy is evaluated on several parameters, such as used

(6)

- 1) Financial efficiency
- 2) Public interest
- 3) Environmental sustainability
- 4) Impact on other policies, etc.

Thus, public interest cannot be the sole criteria for evaluation.

Nonetheless, it will be one of the most important parameters of judge policy performance, given mandate of state and the fact that public resources are being used.

Remarks

However, in spirit of SDG 2030, it would be very parochial to view public interest in isolation. Moreover, there are various approaches to public interest such as Utilitarianism, social justice, etc.

Thus, policies should be evaluated in consistency with various SDGs, which would truly define public interest.

c Organisations are the structures, where the activities of management and administration are performed.

which Activities? viewing
 Chester Barnard defined Organisation as
 "System of consciously coordinated activities
 of two or more persons."

His definition is different from
classical theorists, who had viewed organisation

as a mechanistic structure devoid of human beings".

But with stress of activities, this definition also has commonality with Fayol who identified certain common activities to all organisations, such as production, financial, managerial, etc. (3)

But in perspective of human relations (Mayo) and later behavioural thinkers like Likert, Argyris etc. "organisation is a set of various relationships".

Thus, definition of organisations changed with the context, but activities will certainly be a part of organisation in any definition.

d) Globalisation is the process of growing interdependence among nations on various fields.

Administration in era of LPT, is viewed as governance paradigm, being various changes with it.

Corporate State

Wood

- 1) Structural - linear, networked and change decentralized
- 2) procedural - focus on cost cutting, better change delivery of service
- 3) Attitudinal - Client-focus & active participant change rather than passive beneficiary

These changes alongside have changed concept of traditional welfare state as:

- i) Minutism : Reducing size of state by roll back of state
- ii) Leasing out of services through privatisation, disinvestment, etc
- iii) State not the sole actor in Government.

(6)

Thus, globalisation has brought to fore the State vs Market debate. †

However, modern states are balancing their roles under paradigms of Good Governance † NPQ.

- e) Marx viewed bureaucracy from the angle of socialism. (2)
 In his ^{prol} view, ^{andyn} he stated that bureaucracy is an instrument of the bourgeoisie to exploit the proletariat.

As he witnessed Capitalist state as a exploitative state, he claimed bureaucracy also as a tool - to ~~serve~~ uphold the class inequality.

He said bureaucracy would only serve the rich and not the poor because it was created by them. The rationality of capitalism would dictate the bureaucracy.

Thus Marx criticised bureaucracy as an exploitative instrument.

6. Answer the following questions:

- (a) Politics and political process always makes the background for budgetary process. Analyse. (250 Words) (20)
- (b) "Balance" between the state and market is the key to effective administration. Discuss. (150 Words) (15)
- (c) Heady's analysis of Comparative Public Administration is a rationalisation of multiple states. Discuss. (150 Words) (15)

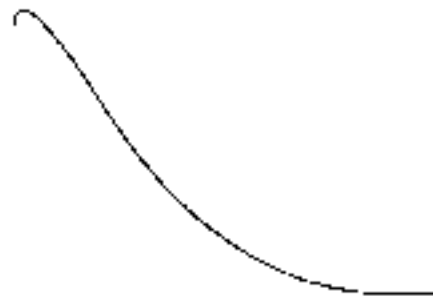
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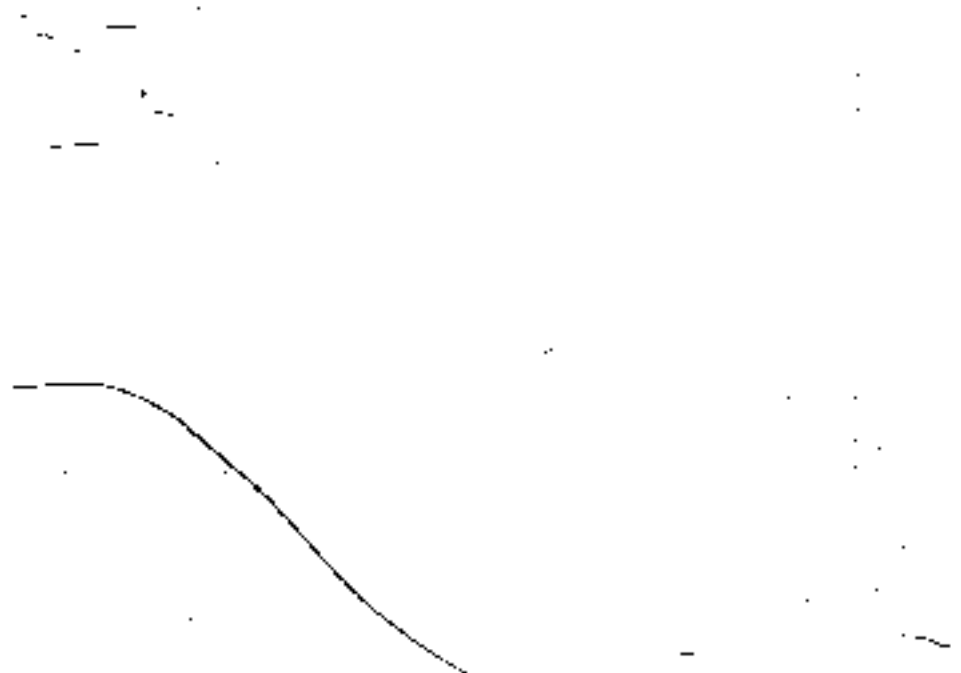
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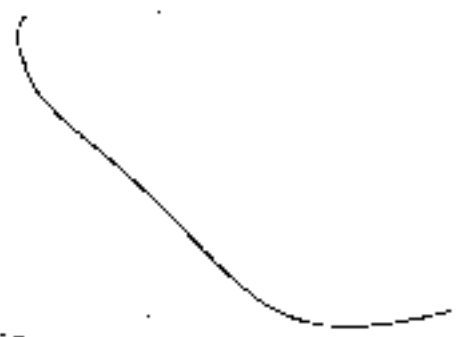


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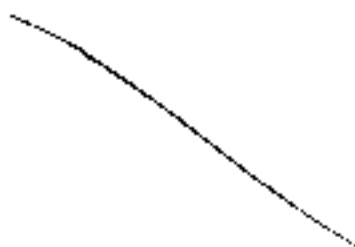


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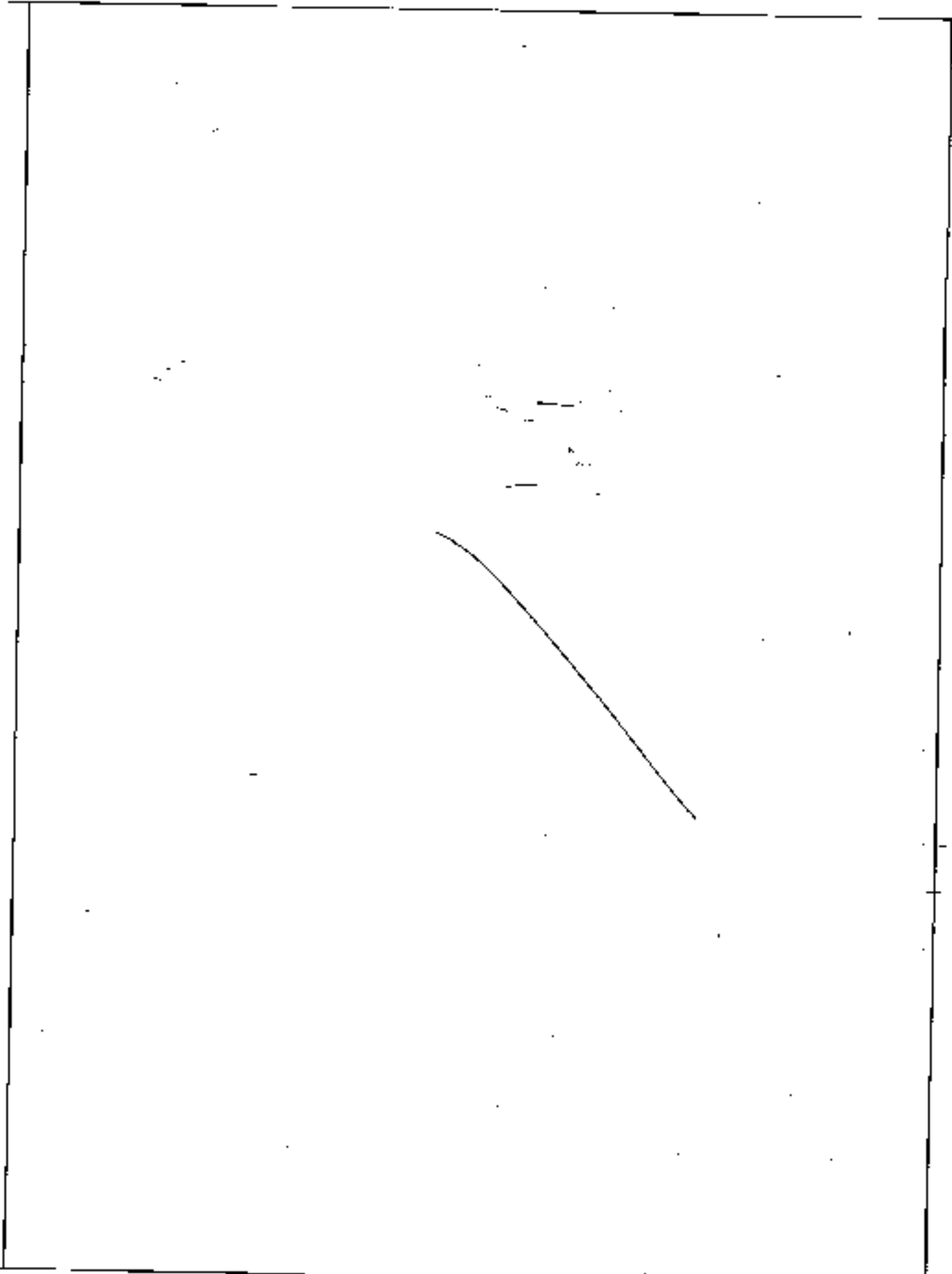
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Remarks



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Remarks

7. Answer the following questions:

- (a) According to Y. Drot, The Science of Muddling through¹ is essentially a reinforcement of pro-inertia and anti-innovation ideas in policy-making. Comment. (250 Words) (20)
- (b) Discretion often comes as a limitation and concern in the smooth functioning of Administrative Law. Critically examine. (150 Words) (15)
- (c) Voluntary organisations fill a key governance deficit. Hence, helping both the government and the governed. Analyse. (150 Words) (15)

Y. Drot has drawn a policy model having features of both rationality and intuition.

In this work of policy science, he examined Lindbloom's science of muddling through, as a policy model.

In brief, muddling through policy model states that

i) Policies are framed in an incremental manner i.e., instead of taking risk of a new policy, existing policy is reformed through small changes.

Remarks

ii) The incremental changes are not usually successive and in order i.e., they are disjointed.

In this backdrop, Lindbloom's model seeks to settle for inertia in stagnation of marginal changes, and secondly in this process, it kills innovation in policy-making.

However to be fair, it can be said that his model is more suitable for successful policies which are generating desired results. That is, only changes they require are increase in budgetary allocation and geographical expansion. eg. After initial success of BBSP from 2015-17, it was extended from priority districts to entire India.

Primarily employing incremental approach for
a failed policy is a futile exercise e.g.
Clean Ganga Mission in India

Thus, policy making is a complex process
 and no single model can explain it
 entirely.

b) The expansion of state's role and functions
 in welfare era, led to emergence of
 Administrative law. (AL)

AL can be broadly defined as all
 the laws, rules, customs, traditions which
 defines the powers, roles and responsibilities
 of administration.

Given the amount of discretion, administ-
ration enjoys in present time Broffitt and
Street defined AL as powers and limitations

on powers of administration. e.g. discretion of public hospital - to admit or not admit patients in absence of proper papers.

Also, discretion in AI can undermine Rule of law, especially in a developing societies where overlapping of norms, exist.

e.g. Riggian Bazaar Canteen Plock.

However for smooth functioning of administration, some degree of discretion is mandatory to empower public servants with power of action.

More analysis can add value

Thus, a need a balance power of discretion such that it is not abused & misused - to exploit citizens, through

- i) Citizen awareness of their rights
- ii) Effective Grievance redressal

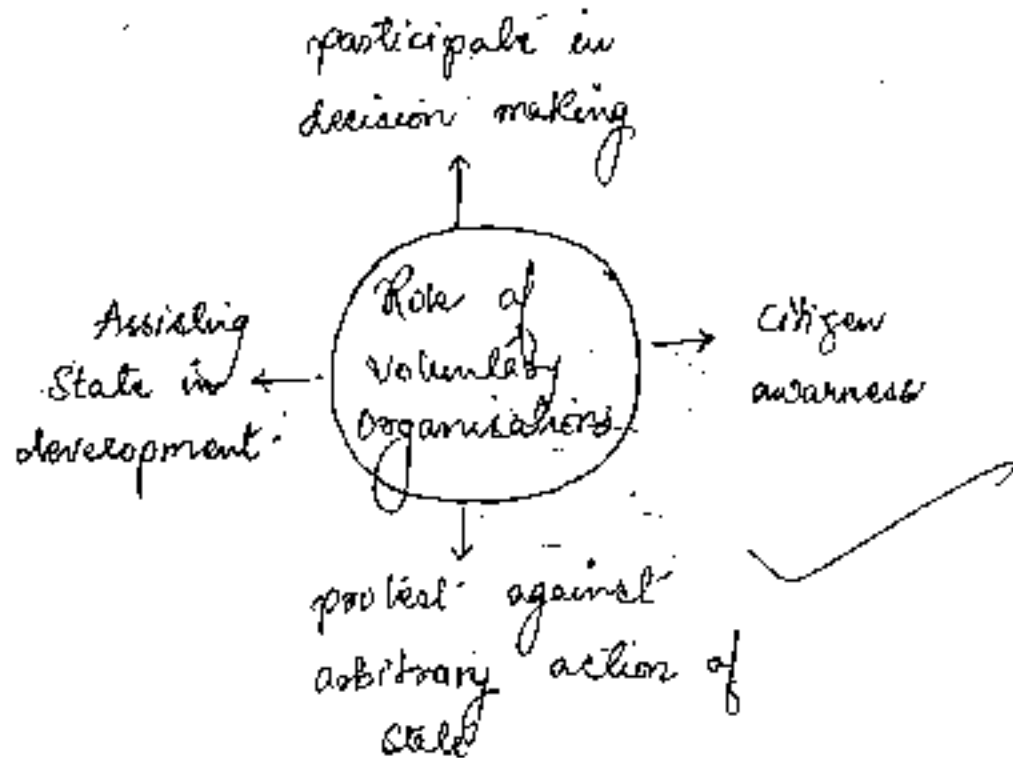
(ii) Accountability to citizens to promote transparency in work

Initiatives like RTI, Citizen Charters, Social Audit should be strengthened to empower citizens and limit discretion of administrations.

(c) In multi-actor governance era, NGOs are critical component of PA - these are not just abbreviations will not work in exam.

NGOs and civil society fill the governance deficit, through the multiple roles they perform in a state. list of (9)

for example, MKSS protests for RTI finally led to enactment of RTI Act in 2005, making governance accountable & transparent.



It helps the government, as

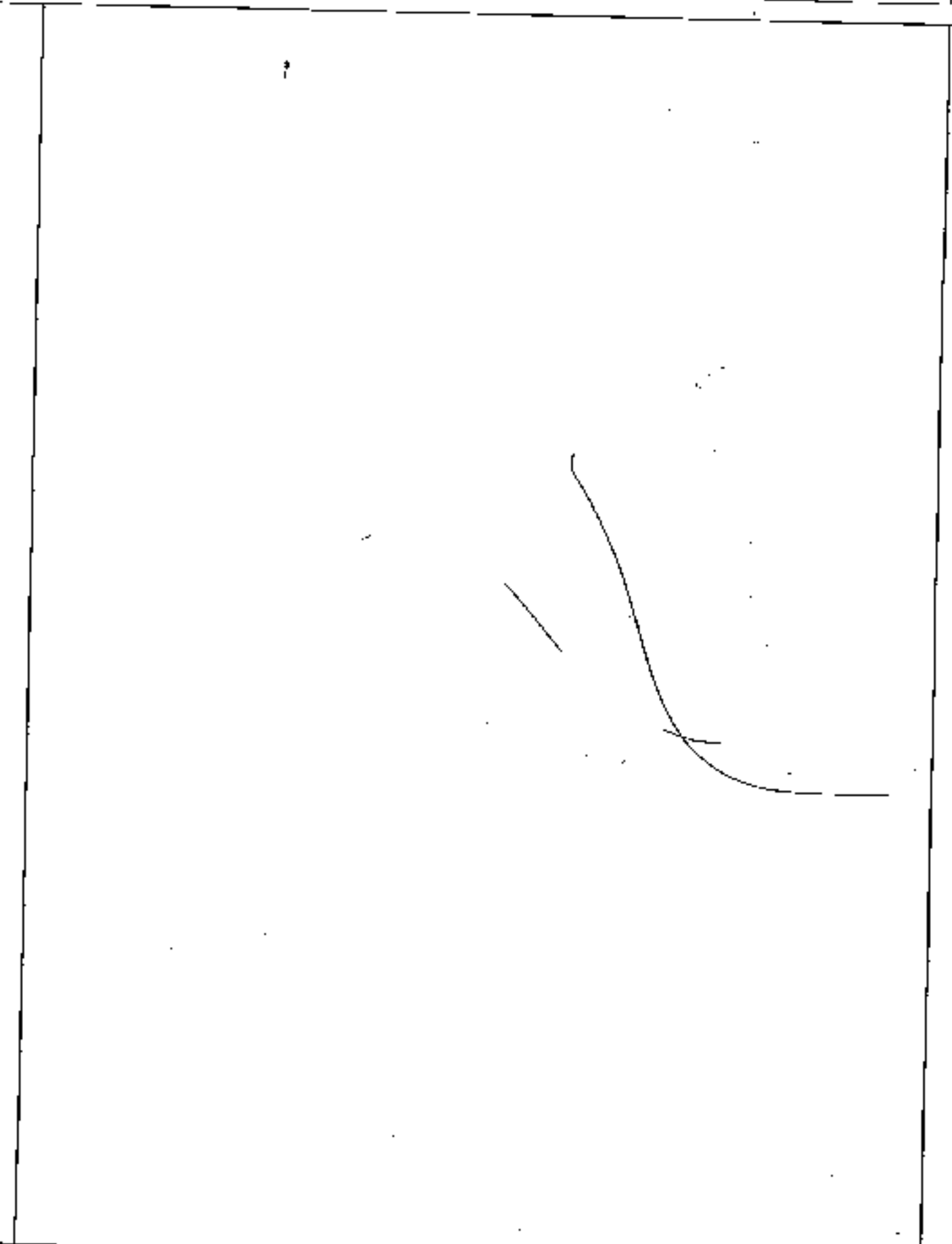
- 1) Through setting agenda for policy and laws
e.g. Lokpal Bill by India against Corruption
- 2) policy inputs in policy drafts e.g. RP
- 3) Implementation of programmes e.g. Mid-day meal
by Akhayapatri foundation.

Remarks

It helps - the Governed as,

- 1) Awareness of citizens e.g. CRY, CSE etc.
- 2) protests against arbitrary action e.g. NRIU protest against sedition charges on 2 girls in Mumbai, finally led to their release
- 3) public grievance redressal e.g. MKSS Jan Sumnai
- 4) Assistance to gram panchayats in Social Audit of MNRERA.

Thus, NGOs plays a key role in
 etc of good governance - to achieve its
 goals of citizen-participation.



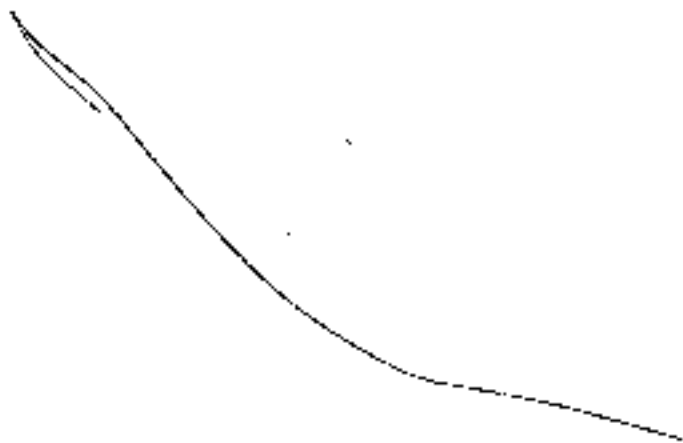
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8. Answer the following questions:

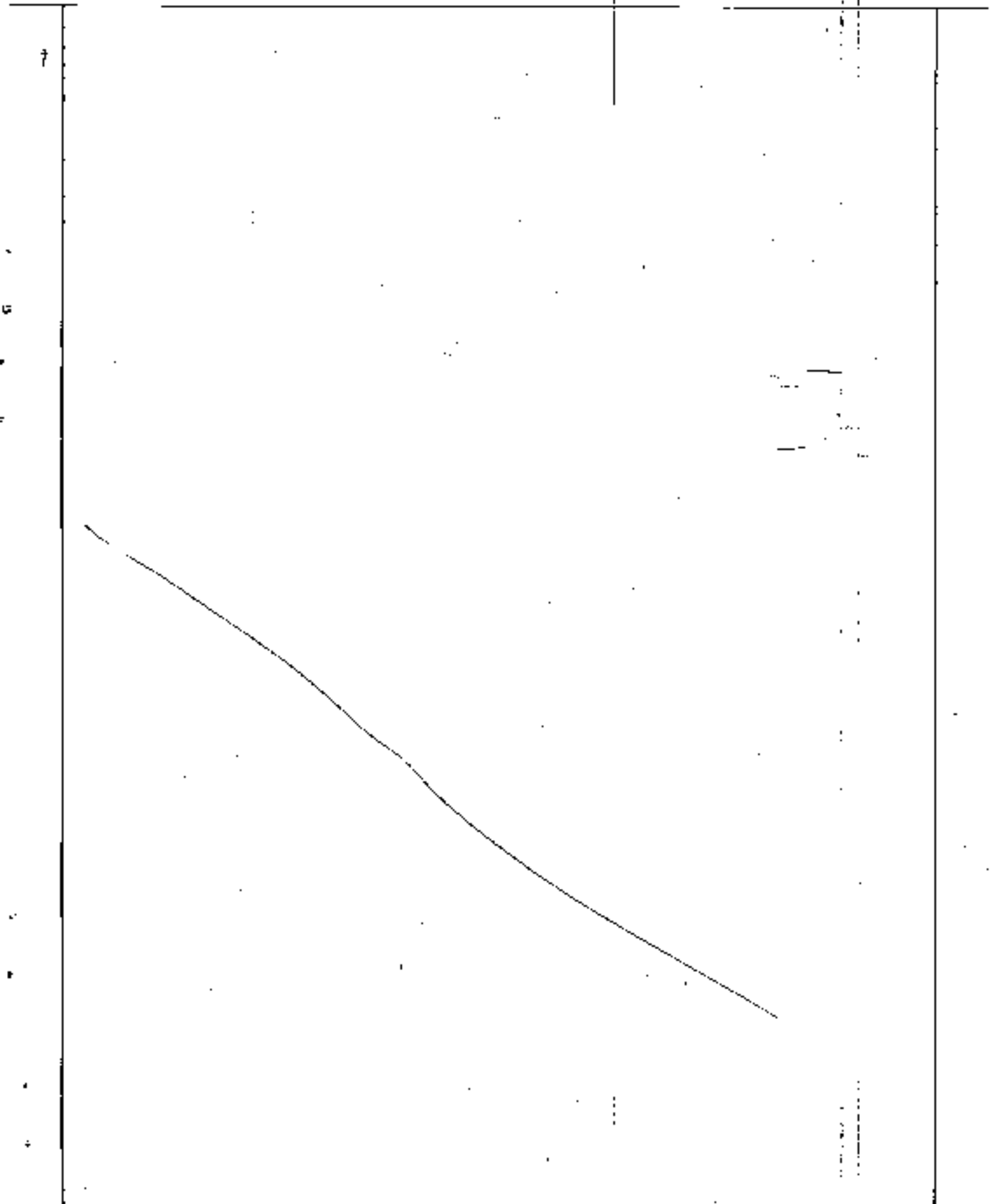
- (a) The Concept of Governance theory and Governmentality broadly work on (the same lines, where the lines run parallel) to each other. Discuss. (250 Words) (20)
- (b) Differentiation is a necessity in the globalised era. Critically Analyse. (Riggs) (150 Words) (15)
- (c) Public Choice Theory advocates 'Steering' and shuns 'Rowing' for efficient and effective administration. Examine. (150 Words) (15)

*The modern day, administration is based on
governance paradigm.*

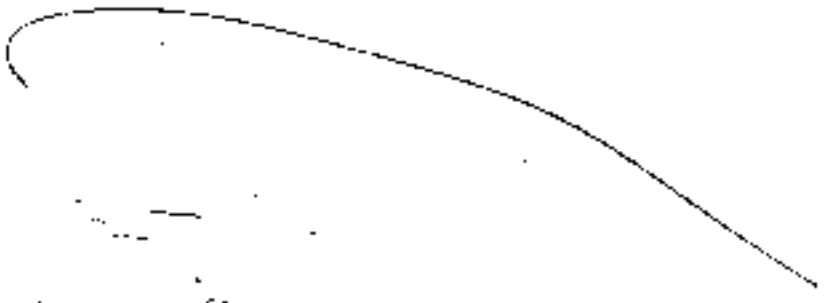
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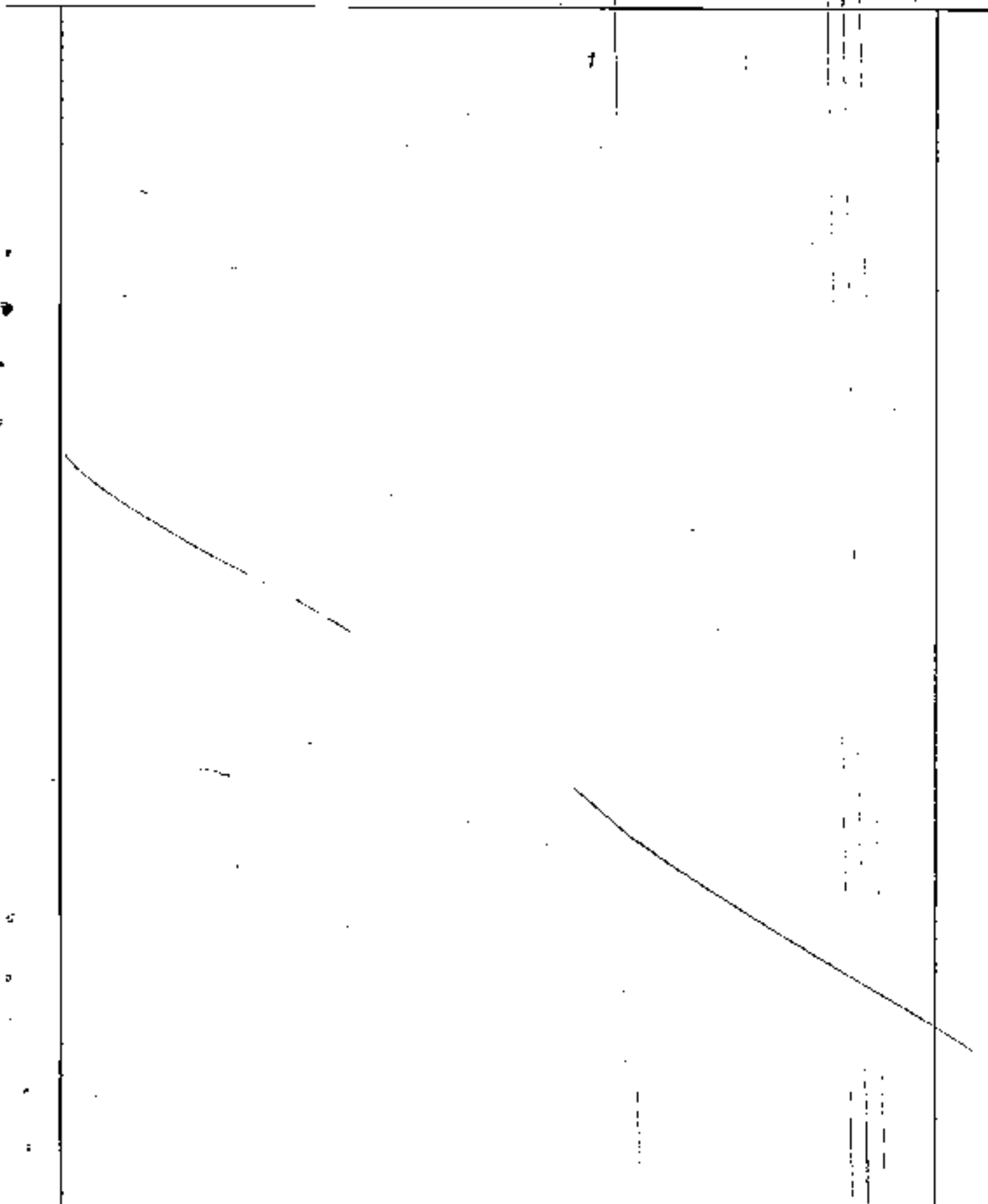
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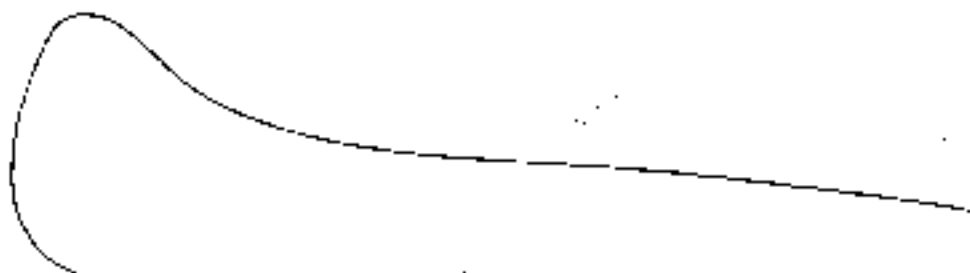
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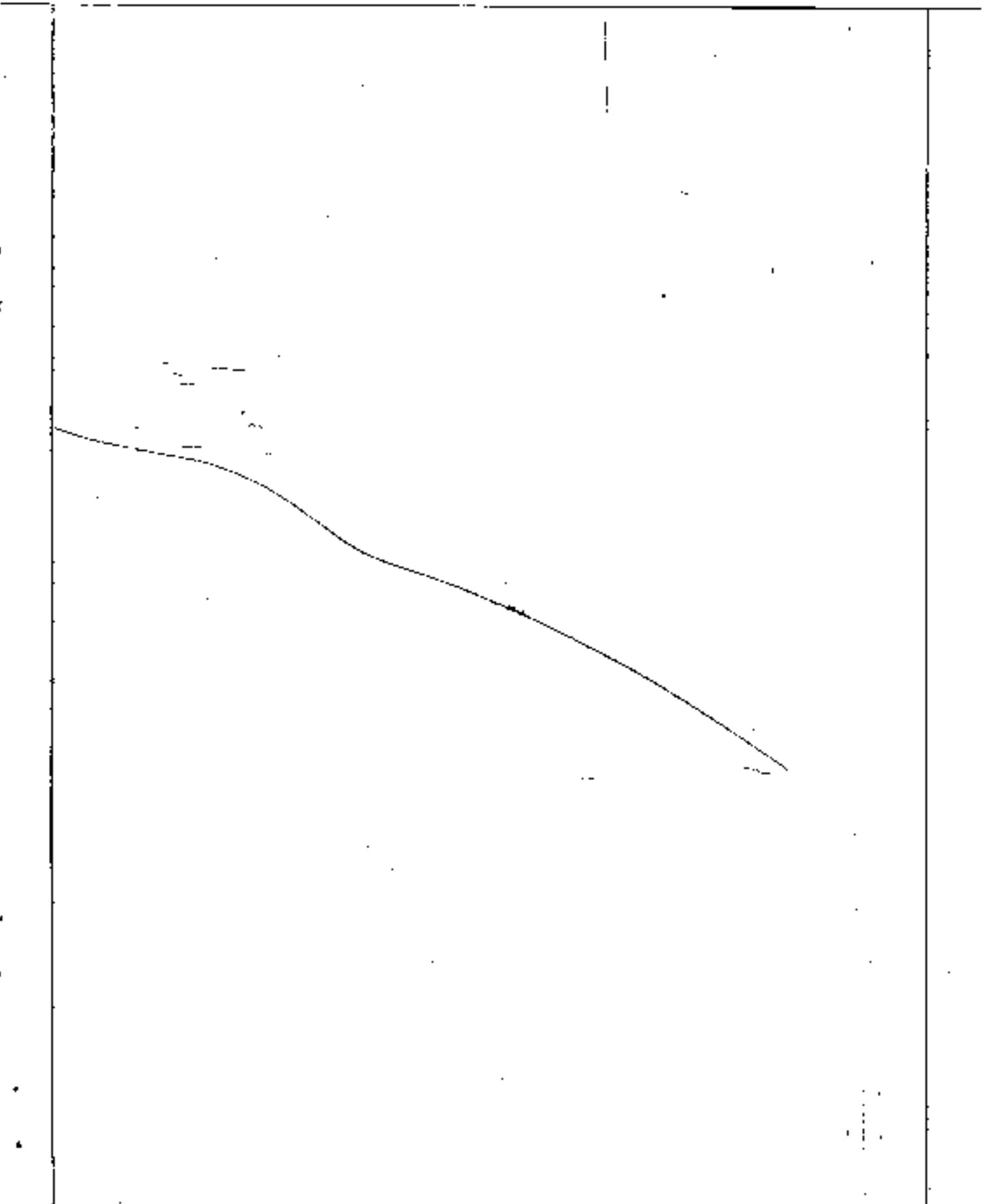


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