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Center	Old Rajinder Nagar	Date	22 Nov 2015

INDEX TABLE		
Q. No.	Maximum Marks	Marks Obtained
1(a)	10	
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7(b)	15	
7(c)	15	
8(a)	20	
8(b)	15	
8(c)	15	

Total Marks Obtained:

INSTRUCTIONS

1. Do furnish the appropriate details in the answer sheet (viz. Name, Registration Number and Test Code).
2. There are EIGHT questions printed in ENGLISH.
3. All questions are compulsory.
4. The number of marks carried by a question/part is indicated against it.
5. 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.
6. Word limit in questions, if specified, should be adhered to.
7. Any page or portion of the page left blank in the Question-Cum-Answer Booklet must be clearly struck off.

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EVALUATION INDICATORS

1. Alignment Competence
2. Context Competence
3. Content Competence
4. Language Competence
5. Introduction Competence
6. Structure - Presentation Competence
7. Conclusion Competence

Overall Macro Comments / feedback / suggestions on Answer Booklet:

1.

2.

3.

4.

5.

6.

All the Best

1. (a) "Leadership is the art of getting someone else to do something you want done because he wants to do it." -- Dwight D. Eisenhower, comment. 10

As Philip Selznick has articulated, that leaders are creative men and involved in politics for achievement of societal goals. For this purpose, it is necessary that the leaders are able to elicit loyalty and commitment from their employees / supporters.

In this process, the employee gets 'socialized' to the organizational norms and goals of the organization (Fusion Theory of Argyris and Bakke).

If a leader is successful in moulding the ideas and belief system to be customized to his/her requirements, it is much easier for him/her to achieve the organizational and personal goals. In order to achieve this objective, the leader has to utilize charismatic authority (Weber) or personal authority (Follett). In such a scenario, the commitment of employees is unwavering and

displays the creative acumen of the leader.

1. (b) The politics and administration are so closely knit together that it becomes difficult to draw the line where one ends and the other begins. "James Pfiffner" comment.

10

In his seminal essay on administration in 1887, Wilson had advocated for the 'politics-administration' dichotomy. However, in the latter years of his career, Wilson also ~~acknowledge~~ acknowledged the inherent deficiencies of such a dichotomy and the overlapping of policy formulation and implementation functions.

In a similar vein, the 'Streams-Window' paradigm of policy making, James Kingdon

has emphasized on the importance of 'policy stream' which includes the administrative officers and policy making.

A bureaucracy which is detached from politics is likely to transform into an institutional monolith which is unresponsive to the needs of the citizens. Such a 'value-free' notion of administration has also been criticized by the Waldorian perspective of 'New Public Administration' in the first Munnarbrook Conference in the late 1960s.

There has been a marked transition from the Wilsonian 'dichotomy' towards a representative bureaucracy which is actively involved in the policy making process along with the political class.

The administrators provide the necessary inputs to the politicians and actively involved in ~~context~~ 'intelligence' and 'design' activities of decision making. Any strict separation would make the administration sterile and ineffective.

1. (c) A government can exist without a legislature, even without a judiciary but never without administration. Comment. 10

Administration forms the very basis of organization of society and political scientists like Paul Appleby have articulated that the very existence of society shall be threatened ~~by~~ ^{without} administration. The integral view of administration views its necessity in all facets of an organization while its utility is evident in both the public and private spheres.

In the Weberian conception of administration (Weberian bureaucracy), the utility of bureaucracy arises as a class which is recruited on the basis of merit and is responsible for the achievement of broad, societal goals.

Since the civil servants also perform quasi-legislative (subordinate legislation) and quasi-judicial roles (administrative tribunals), it is evident that the anonymous and neutral bureaucracy can assume wide variety of roles in the legislative and judicial spheres while the vice-versa may not be possible.

In the Fainsod typology, a ruling bureaucracy has been widely used in the history (ex. East India Company) and has been found to be fairly efficient.

Although ~~the~~ Montesquieu's doctrine of separation of powers prevents centralization as in the case of East India Company, it serves as a template to show the non-dispensability of administration in a society.

1. (d) Public administration may be defined as a socially-embedded process of collative relationships, dialogue and action to promote human flourishing for all. Comment. 10

The Minnowbrook III Conference has articulated for the need to widen the scope of Public Administration by including non-State actors (such as Civil Society Organizations, NGO etc.) for the purpose of societal problem solving.

The modern day problems have assumed gigantic proportions and the governments cannot work in isolation.

for tackling them. The traditional top-bottom approach of decision making and hierarchical structures have been replaced by fluidic networks and 'matrix' organizations which have de-emphasized the monopolistic role of governments.

A vibrant civil society committed to civic goals is considered vital for human flourishing and there is an increased focus on building up of 'social capital' (Putnam).

In a throwback to Tocqueville's conception of democracy and Locke's idea of 'social contract', there has been an increased thrust on decentralization (advocated by Minnowbrook-1) and participative decision making (ex. Panchayat Raj).

The post-modernist theories of Foucault (governmentality), Derrida, Habermas ~~and~~, Network theories (O'Toole) and New Rights approach (NPM, Public Choice Theory) have all sought to transform public administration as a collaborative process by gradual dispersion of power and resources.

1. (e) "Yellow journalism is unethical, Media needs a strong regulator". Do you agree? Put forward your argument to support your stand. 10

One of the key ^{global} concerns regarding media (electronic/print) has been the rapid proliferation of yellow journalism and paid media. Election Commission of India has also formulated strict guidelines for political parties regarding the rampant misuse of 'paid news' (Model Code of Conduct). Media Monitoring Committees have been formed at the district level for monitoring media content.

Although freedom of speech has been enshrined in the Constitutions of India (Article 19(1)), U.S.A and France, it must be subject to strict regulations so as to not to offend the larger sensibilities of the society.

The rampant flow of libellous, scandalous news articles can be curbed (the Anti-defamation laws (Article 499 of IPC), self-regulation (News Broadcasters' Standard Agency) and external accountability (Press Council of India) however, despite these measures,

there is an urgent need to have a strong media regulator for the following reasons :

- 1) To break the nefarious cartels in media
- 2) Avoid negative propoganda in media by state enemies prejudicing international relations
- 3) Spreading rumours that can be baleful in times of riots.
- 4) Personal defamation and libel.

2. (a) Public Administration is an orphan discipline in India since it has not been properly mentored by the academicians who are otherwise keen to pursue their interests in other areas of social sciences. Do you agree? 20

2. (b) Behavioural approach has contributed to the study of public administration in many ways like the scholars started studying cross-structural and cross-cultural administrative behaviours and which further paved the way for the comparative study of public administration. Substantiate. 15

2. (c) The instructional approach to the study of public administration concerns itself with the institutions and organizations of the State. Comment. 15

3. (a) Social accountability introduces a salutary 'ethics of Governance' by deepening Democracy and ridding society of the vices of corrupt practices. Explain. 20

3. (b) State the influences shaping public administration in the 21st century and with what results? 15

3. (c) Discuss the Four 'Models' of reforms identified by Peters as alternatives to the traditional Public Administration? 15

4. (a) Globalization in a way leads to de-localization & decline in power of national governments. Comment. 20

The New Right approach of 1980s (Thatcherism & Reaganism) and LPG (liberalization, privatization and globalization) prescriptions of donor agencies such as IMF and World Bank have sought to regulate the governmental role in development administration in their respective countries. In the Information age and with rapid proliferation of ICT, the world has become increasingly interconnected.

The national boundaries only seem to have a national and political context and globalization has led to ~~the~~ inter-country transfers of labour, capital and even ideas.

~~Ext~~ Critics of globalization and free trade argue that such structural adjustment policies as advocated by IMF/World Bank and associated policy transfer and stabilization measures are eroding the sovereignty of various democratically elected governments by undermining their capacity to govern and make decisions. One such critic, Farazmand has argued that globalization leads to the following:

- 1) Global elites and compradors hijacking the local resources of a country ('Beggaring neighbour')
- 2) State capture through the use of economic might and subversion of national policies

3) invasion of alien cultures as a form of cultural imperialism.

Similar views have been echoed by John McMurtry who views globalization with the prism of 'morality', as unfettered globalization can create unemployment, widen economic disparities and lead to problems such as epidemics / terrorism.

However, in this context, it must be mentioned that there are checks and balances to counter the ill-effects of globalization :-

- 1) Creation of World Trade Organization
- 2) Increase in democratically-elected governments.
- 3) Role of multilateral agencies such as IMF / UNDP / World Bank in ensuring 'Equitable growth'; ex. the formulation of MDGs & Sustainable Development Goals.

Therefore, globalization and its ills can be countered if checks & balances are in place.

4. (b) "The powerful engines of authority must be prevented from running amok". Discuss in light of significance of administrative law. 15

Administrative adjudication and delegated legislation are viewed with suspicion as proofs of centralization of the powers of the Executive. The English constitutionalist A. V. Dicey had advocated that civil servants and the executive must be subject to ordinary courts unlike the separate system of courts in France (Droit Administratif). Dicey had propounded that such a scenario would violate the basic tenet of natural justice that a person/authority must not be a judge in his/her own case. Since most of the administrative law cases involve the government and its liability (contract & tort-based), Dicey was in favour of common courts for interpreting both common and administrative law.

Administrative law is perceived to be of ~~of~~ utmost importance for the following reasons:

- 1) Citizen's recourse against abuse of power & discretionary powers of civil servants.
- 2) The right of citizens to time-bound & quality services (with the proliferation of public sector organizations).
- 3) Defining the duties of a civil servant, code of conduct and enforcing accountability.
- 4) Counter the negative effects of delegated legislation.

Administrative tribunals ~~have~~ and appellate tribunals have been set up to interpret and decide on administrative law cases. The concerns regarding their functioning are:

- 1) low emphasis on procedure (as per Code of Civil Procedure in India),
 - 2) manned by retired civil servants (inherent bias) and lack of legal acumen.
- The appellate jurisdiction of High Court/SC mitigates the risks.

4. (c) Differentiate Lindblom's incremental approach and Dror's normative optimum model.

15

Lindblom has propounded the incremental model of Policy ~~making~~ making which is in favour of minor modifications to existing policies so as to not disturb the status quo. Lindblom's theory is in response to Thomas Dye's Rational Comprehensive Model which is perceived to be unfeasible in most of cases due to paucity of time, financial and human resources.

The key ideas of Lindblom are:

- 1) disjointed incrementalism
- 2) ~~non~~ partisan mutual adjustment - to reconcile the diverse agendas.

Dror's normative optimum model, on the other hand is a comprehensive advocacy for the overhaul of existing policy making paradigm and stresses on the importance of the ~~follow~~ following:

- 1) Meta-policy making
- 2) Policy ~~Science~~ Making.
- 3) Post-Policy

Dror has criticized the earlier value-free models and ~~has~~ is in favour of development of policy science which would incorporate the following features

1) Cross disciplinary approach - incorporate ideas of management, psychology etc.

2) Use of extra-rational elements - role of intuition, heuristics and 'organized dreaming'

3) Mega policy & Nova Design - Dror articulates the need of Mega-policy design to counter the significant challenges faced by the society. He criticizes incrementalist model and advocates overhaul of existing policies by Nova Design.

4) Dror's model is basic rational to 'economical rational'.

∴ Dror's ideas are relevant in dynamic world in constant flux while incrementalist model is suited for stable situations.

5. (a) Men are not inert or isolated creatures; on the contrary; they react in their own way. Do you agree? 10

Social scientists such as Barnard and Simon had criticized the Scientific and Classical theories of administration for their general apathy towards the employees and dehumanizing approach (Machine Model). With the advent of Human-Relations approach by Mayo after his famous Hawthorne experiments, the myth of 'Economic Man' was diluted and the other motivators of human beings was brought to the forefront. Simon and Barnard also stressed on the social needs of the employees and highlighted the importance of communication, informal organization apart from general inducements. Other behaviouralists such as Likert, McGregor, Maslow Herzberg and Argyris have also articulated in favour of individual enrichment, improvement of interpersonal competence, need for job enrichment and self-actualization.

Therefore, each individual has unique

behavioural characteristics and social needs which define his/her behaviour. These ~~are~~ unique features have also been incorporated in the contingency theories of leadership (Fiedler, Blake & Mouton etc.) to devise suitable supervisory styles for each type of employee.

Thus, there is a vital and imperative need to appreciate the diversities of human beings and their related needs.

5. (b) Decision making like playing golf or a musical instrument is basically a skill. Explain. 10

Simon has articulated that decision-making consists of 3 types of activities i.e. Intelligence, Design and Choice. At each stage, the decision maker has to apply his/her mental faculties, process values, gather and analyze data, perform Cost-Benefit Analysis and finally choose amongst the various alternatives keeping in mind the various trade-offs ~~and~~ and externalities associated with the decision.

Therefore, decision making requires a diverse range of skills (technical and behavioural).

Even in the incrementalist model of Lindblom (which is criticized as status-quoist), there is a certain degree of skill involved albeit to a lesser degree.

Therefore, it is evident that the amount of skill is based on the quality, scope and impact of the decision. The various factors are enumerated below:

- 1) Programmed vs Non-Programmed decisions
 - The latter require extra-rational skills and use of heuristics.
- 2) Top-level, supervisory or worker-level: The top level decisions of policy making require the maximum skill.
- 3) Mixed Scanning Model (Etzioni)
 - requires moderate skill.

Therefore, like playing golf or musical instrument, where the degree of skill varies, decision making skills are also contextualized.

5. (c) "The human relation approach filled in the gaps of the classical approach, and corrected its one sidedness but in the process could not avoid pitfalls of becoming an equally one sided theory on its own, analyse with examples. 10

The Human Relations perspective of Public Administration was initiated by Elton Mayo with his famous 'Hawthorne' experiments which highlighted the deficiencies of the classical models (Wilson, Weber and Scientific approach of Taylor and Fayol). The key findings of Mayo's experiments were:

- 1) effect of supervisory styles on production ; employee-centred supervision led to increased production
- 2) role of informal organizations in fostering unity and morale.
- 3) Effective communication channels in the organization so that the employees can vent out their 'pessimistic reveries'.

These ideas dismantled the accepted principles of 'Economic Man', 'production-centred' supervision, focus on profits, centralized decision making and ultimate premium on efficiency.

However, in the process Human relations theories also acquired certain rigidities as highlighted below: -

- 1) Excessive focus on employees would lead to breakdown of hierarchies.
- 2) Participative decision making would delay the decision making process.
- 3) Informal organizations and grapevine could lead to rumour mongering and destabilization of organization.

Thus, the challenge to traditional authority structures in Human Relations approach could lead to chaos and anarchy.

5. (d) There is no important difference between Herzberg's and Maslow's theories of motivation. Comment.

10

Maslow and Herzberg have propounded two of the most influential cognitive motivation theories and they continue to find utility till present. There are many commonalities between the two theories which seek to understand the ~~outer~~ intrinsic motivation factors of an employee. Maslow's need hierarchy highlighted the progressive needs of an employee (from physiological to self-actualization) while Herzberg

focused on the employee's needs in context of his/her organization.

The common features of both these theories are:

- 1) Both are cognitive motivation theories i.e. they seek to understand intrinsic needs of employees.
- 2) The hygiene factors of Herzberg correspond to physiological and safety needs propounded by Maslow.
- 3) Both have accorded a low priority to economic and money considerations.
- 4) Both have accorded a premium of self-esteem and self-actualization needs such as prestige, level of involvement in organization, feeling of self-worth and ability to fully utilize one's potential.

The minor differences between the 2 theories are:

- 1) Herzberg's theory is confined ~~largely~~ to organizational context while Maslow's theory has general application.
- 2) Maslow's needs are delineated in a progressive hierarchy while Herzberg's motivation factors (including dissatisfiers) are not.

5. (e) Discuss the contribution of less known thinkers in establishing public administration as a discipline. 10

In the public administration discourse, it is important to highlight the contributions of lesser known thinkers in development of public administration as a discipline.

1) L. D. White - wide contribution in defining 'administration' and formation of organization.

2) Mooney & Reiley - Classical Public Administration thinkers; put forth the idea of 'scalar chain' & staff.

3) Willoughby - Gave the ideas on organizational typologies (Functional and Territorial). He also gave the 5 key principles for sound promotion policy and contributed in the field of personnel management.

4) Gulbreth couple and H. Grant - (Scientific Management) Gulbreths were responsible for work and method studies and

The unit of work i.e. (Thebligs),
Grantt. formed the 'Grantt chart'
which is useful technique for work
management and control.

5) Amitai Etzioni - Types of Control
& Mixed Scanning Decision Model.

6) J.D Thompson - Inter-organization
relation and 'Coordination'.

7) Thomas Dye - Typologies of policy
making.

6. (a) The ideas of Woodrow Wilson are for the developed countries and in the context of non-democratic and developing countries, they are little relevant. Critically examine the statement.

20

Woodrow Wilson can be considered as the first thinker in the field of comparative public administration as he focussed his attention on the Continental system of administration (France & Germany) away from the prevalent spoils system (Anglo-Saxon model). Wilson's ideas were conceived in an era when the global superpowers had colonized almost all the countries

and therefore, there is no conception of 'Developing Country', which emerged after World War II.

Wilson's obsession and quest for managerial and business-like efficiency in government administration drew him towards a merit-based civil service and managerial idea of attainment of 3E (efficiency, effectiveness and economy). Wilson also wanted to ~~stra~~ straighten the paths of government administration and make them more business-like.

These Wilsonian ideas resonate with the managerial approach of government as advocated by Public Choice theorists, New Public Management (NPM) thinkers and management gurus such as Peter Drucker.

They complement Wilson's concern for efficiency, economy and professional orientation.

However, these ideas cannot be unilaterally imposed on developing countries because:

- 1) State has a large role to play in socio-economic development of poor & marginalized communities in developing countries.
- 2) Efficiency and economy may not be valued as the governments run subsidized schemes and must be judged by policy efficiency.
- 3) Contracting out and privatization would exclude the poor from process of development.

Even Riggs in his 'Prismatic-Sala Model' has highlighted the peculiarities of developing countries (prismatic)

However, certain ideas of Wilson are critically important in developing countries

- 1) Merit-based civil service (decreases the chance of despotic government)
- 2) Comparative Studies - Policy transfer is applicable for global best practices.

6. (b) Present worldwide situation is getting more and more propitious for comparative administrative analysis. Discuss. 15

In the modern context, the global problems are becoming difficult for any government to solve in isolation. These problems include :

- 1) Terrorism
- 2) Epidemics & Public Health
- 3) Cyber-Attacks
- 4) Macro-economic instability
- 5) Migration & refugee crisis

It is imperative that all the governments of the world utilize the resources and institutional support of multilateral agencies to solve global problems.

There is an urgent need to find global solutions to local problems and appropriately effect 'Policy Transfer' where required.

The comparative analysis can be strengthened by the following means .

- 1) exchange of civil servants for short durations to widen their understanding .
- 2) global training stints for civil servants (ex. Kennedy School of Governance , Lee Yuan Kew University .
- 3) Capacity - building of personnel of multi-lateral agencies ex. WTO .
- 4) Defence co-operation through military & naval exercises and Peace Keeping missions .

6. (c) It is said that Policy analysis may not provide solution to society' ills, but it is still an appropriate tool in approaching Policy questions. Discuss this statement.

15

The famous policy scientist, Yezekel Dror has advocated for the need of developing Policy Science and has articulated normative optimum model of policy making. He has favoured the formulation of Meta Policy (Policy of policy-making) & Mega Policy (strategic policy with long-term perspective).

~~Utilita~~
while policy analysis may be unable to provide answers to tricky problems such as terrorism, epidemics and cyber-attacks, it provides a framework (Nova Design) which can be used by

policy scientists to evolve an appropriate policy.

Policy Making is an appropriate tool because:

- 1) It has a cross disciplinary approach
- 2) It is value-laden and takes into consideration the various conflicting agendas.
- 3) It utilizes the use of extra-rational elements such as intuition & heuristics.
- ④) It envisages 'organized dreaming'

7. (a) What do you understand by participatory budgeting? Highlight the implementation of such budgeting and evaluate. 20

Participatory Budget Making is a new ~~powerful~~ powerful tool for increasing citizen participation in the government's decision-making process, their ~~empowerment~~ empowerment and decentralization.

Traditional Budget-making process has only involved the state actors (departments, ~~can~~ undertakings, ~~as~~ attached offices) while the new paradigm of participatory budget-making involves the citizens and beneficiaries in the Budgeting process.

In the Indian context, the same has been made possible by the constitutional status accorded to village panchayats & urban local bodies by the 73th & 74th Constitutional amendment in 1993, respectively.

Participatory budgeting involves the

local citizens in the process of determining local priorities, programmes and their assessed level of expenditure. This is a form of citizen control over the local government finances and is an application of a basic tenet of Good Governance (transparency & accountability). It allows the citizens to move up the Arnstein Citizen Participation Ladder.

Implementation of Participatory Budget

- 1) Discussions on Annual budget by Gram Sabha or Mohalla Sabha by representatives of citizens.
- 2) According to the relative priorities
- 3) Providing the actual expenditure position vis-a-vis actual target achievement.
- 4) Implement Participatory Expenditure Tracking for continuous monitoring.

5) Such budgeting aids in social audit

6) Increases level of local involvement; local expertise aids the programs. (social capital increase)

7) Utilization local resources (monetary or labour (shramdan))

Participatory Budget Making is a valuable tool for extending partnership with citizens and increasing participatory decision making.

7. (b) The audit opinion is intended to provide reasonable assurance, but not absolute assurance, that the financial statements are presented fairly, in all material respects, and/or give a true and fair view in accordance with the financial reporting framework. Comment.

15

Audit is a valuable tool of financial control that seeks to regulate the spending from government exchequer through an elaborate system of:

- 1) legal audit / compliance
- 2) propriety audit
- 3) performance audit

Audit provides the legislature with the reassurance that the ~~governor~~ govt. spending was in accordance with the budget and associated appropriation acts and the canons of economy were not violated by any govt. department.

Despite its constitutional backing, the audit process (external audit)

faces certain impediments & due to which it may not provide absolute reassurance:

- 1) non-cooperation by auditee department.
- 2) co-opting of field auditors by auditee dept.
- 3) lack of technical knowledge about department.
- 4) Intrusion into policy decisions not allowed.

Despite certain limitations, both external & internal audit are a valuable aid to financial control.

7. (c) Idea of scientific management is a case against nature and ends of Public Administration in the Modern State. Illustrate in the context of developing countries.

15

Scientific Mgmt. case against
Public Admin in Modern State
(developing countries)

1) sole focus & focus on
technical efficiency not
policy efficiency -

2) disregard for human
element i.e dehumanizing
~~was~~ the organization

3) Functional Foremanship -
violates unity of command &
can lead to chaos.

4) Economic Man' conception

vs

8. (a) Governing by network can be regarded as 21st Century new model of public service management. Discuss importance and utility of network model in government functioning. .

20

8. (b) "While concentrating on the processes and the role of decision-making, Simon relegates ecological factors to the background." Comment. 15

8. (c) The main test of any machinery of recruitment lies in its ability to recruit the right type of persons for the right jobs. In the light of this statement discuss the various problems involved in the recruitment process. 15

