

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

Leadership is the art of influencing others to carry out the tasks that leaders want to get done. It is not coercion, though. Rather, it is the ability to persuade and sway the opinion of followers in such a way that they themselves agree to the task and carry it out willingly.

Leadership is different from an art of managing or administering because there is no legal authority (as in Weberian system), but a rather apparant use of soft power, charisma and expertise to convince others to perform certain tasks.

eg Gandhi convinced masses for Satyagrah and protests not because he had a formal authority but he was able to influence them, through his own tactics, oratory, work and success of his techniques.

Though, it's not necessary that there must be a watertight compartmentalisation of both. Same person may possess formal authority & leadership abilities both - it depends on the personality and capability of the individual.

eg Lincoln / Nelson Mandela can be said to possess both and successful in both the roles.

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

The study of administration as a separate discipline began with the politics-administration dichotomy (by Woodrow Wilson). But, even he conceded that the clear demarcation of both can not be done as the scope of politics and admⁿ is wide ranging.

Though, it emerged as an offshoot of political science, it can not be

restricted to only 'systematic execution of public law.' Rather, there is a thin line between both. The inter-dependence and mutually-impacting nature reflects the relation between the two.

Administration must also participate in various policy issues and matters of (typically in the domain of politics) legislators eg advising on the policy matter, formulation, framing of detailed rules, bye-laws etc.

It involves not only execution but all other facets encompassing the disciplines of sociology, psychology, management, science, statistics etc.

With the increasing trend of globalisation, the diffusion is decreasing even more where PA is involved with making of eg IPR policy, INDC texts for climate negotiations. Value-fact (Simon) dichotomy is also dead along with PAs.

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

Government in the form of legislature and judiciary and executive is only a type of state. The state can exist and perform its core functions eg sovereignty of state, law & order maintenance, security & providing public services to the people even without these institutions.

Single body may encompass all the functions of three organs such as in a monarchy or dictatorship forms of state.

But, administration is the visible arm of the government. It carries out the tasks enunciated by state and for execution at ground level, it is inevitable. It can also be seen by presence of a robust administration in all types of states eg Kautilya's monarchical state,

Mughal's robust system of revenue administration etc.

This execution part requires a separate decentralised body of individuals present throughout the territory or foreign lands (in case of diplomatic administration) carrying out the state's policy works. It can not be included in the same institution due to wider and more complex nature.

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. (PA) ¹⁰

Public administration derives its unique character from its 'publicness'. It differentiates PA from management. PA deals with not only members of the organization, employees of government but the public at large.

Government has a universalistic character and PA derives this feature from it and encompasses whole society

within its scope.

With the changing nature of PA, it is not centrally located, hierarchic and upwardly-accountable only but has to deal with non-state actors (private business organisations), civil society and the community.

This inter-connectedness of PA imports a human element to it which requires recognition to the relationships between not only organisation but individuals.

To understand these relationships, collaborative relationships are developed and all actors are mobilised to participate, collaborate & govern themselves. Human relation school of thought (Mayo, Follett, Barnard) have focussed on this aspect and its usefulness has been expressed to increase welfare of all stakeholders.

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

Yellow journalism refers to the publishing of not-so-well researched ideas in news, articles or use sensationalisation of news items to increase publicity.

Media, as the fourth estate, has responsibility towards the public for dissemination of information in a credible manner and educating public about issues in the society. If media acts in irresponsible manner and uses unethical and exaggerated methods, it questions its legitimacy and wider role in the society. [Article 19(1)]

Freedom of expression also contains freedom of press which is also crucial for a modern, open and democratic state. Therefore, instead of any coercive law, self-regulation is the only way out to curb influenced and unethical practices in journalism.

Therefore, Bess council of India needs to be strengthened and outside representatives of civil society should also be engaged in decision making against such practices. There should be more transparency in its working & appointment procedures and it should be made accountable under Right to Information act.

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

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

Governance has been traditionally delivered through upwardly-accountable bureaucracy (to political masters). There is a need to transform this centralised nature and make it accountable to people and the constitutional values.

To achieve this purpose, the role of 'social accountability' becomes crucial. It implies that public servants should be answerable to their clients (citizens as consumers) for their delivery of services.

This concept helps ethical behaviour and democratic ethos in the following ways:-

- ① The tradition of social accountability will make administration more decentralised and people-oriented, it

will - remove the ills of rather
structure-oriented bureaucracy,

② The real power lies in the
people in a ~~for~~ democracy and this
principle is upheld by being account-
table to them. It marks a shift
from 'representative to participative
democracy.'

③ The ways & means eg social audit,
citizen charter, citizen report card etc
will develop a culture of transparency
which will demolish the culture
of 'secrecy' bred by traditional
bureaucracy.

④ The transparent ways in working
will lead to better, more efficient
delivery of public goods & services
eg Majdoor Kisan Shakti Sangathan
developed the RTI movement &
'Tan Sunwayi' & uncovered the
corrupt practices

⑤ Accountability to the public through devolution of more powers to PRIs, (through 73rd constitutional amendment) Gram Sabha, initiatives like PESA, provisions of 5th and 6th schedule have shown the commitment towards establishment of a true democracy & thus upholds highest standards of ethical and moral behaviour from State officials as well. 2nd ARC has also recommended more measures like social audit for monitoring & evaluation.

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

Public administration is a dynamic field of study. It has undergone transformation at various stages w.r.t political developments, historical settings and contextual happenings.

In 21st century, the era of globalisation, concern for efficiency, good governance, have thrown up newer and more complex challenges. They The events along with results can be discussed as follows

1) Public Administration vs management

Concern for higher efficiency, more productivity and corrupt governmental administration has shifted the focus towards 'Entrepreneurial govt' and 'New public Management'. It has heralded an era of increased business-like practices in govt org considering citizens as clients.

2) Globalisation & Thrust to internationalisation leads to the diminishing role of the state giving way to multinational supranational corporates, which diminish public engagement & accountability and focus on aggrandizement of their huge financial prowess.

3) Good governance It requires the establishment of a transparent, accountable, participative and open state upholding the rule of law which is inconsistent with the above two concepts.

4) Role of civil society & International NGOs, CSO have come forward to hold these MNCs accountable towards the people and their engagement & presence globally has taken a newer shape in response to these developments.

Thus, there is a need to integrate the public administration, public management and governance in such a way that they provide an efficient as well as accountable administration to the people.

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

Guy Peters has identified 'six old chestnuts' in traditional public admⁿ (TPA) as apolitical service, institutionalized public service, hierarchically controlled admⁿ, efficiency, upwardly accountable and secrecy.

He has proposed four alternatives to TPA as:-

1) Market based Model:- According to Peters, the private institutions of business have been considered inherently better

than the governmental administrative. Therefore, free hand to private sector based on market forces should be given and state's intervention should be minimized.

2) Participation based Model:- This model suggests that the culture of secrecy and centralisation of govt should be demolished through more open and transparent admⁿ involving the direct participation of people in policy formulation, monitoring & evaluation.

3) Deregulated Model:- Here, deregulation does not refer to its economic meaning but the ~~deg~~ deregulation of structural, role-bound and control-oriented methods of governance of bureaucracy. The admⁿ should be given independence & autonomy & rules, should not become an end in themselves.

4) Flexible government Model

This model opines that the

government should renounce the rigidities in controlling the functions, state of affairs and the society. Rather, it should be flexible in changing institutions, organisations, methods, rules & individuals according to tone and temper of the times.

He accepts that some of the features may result into the subjugation of public interest but to avoid it, an intelligent combination of these is necessary.

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

X

Globalization is the freer and unrestricted flow of goods and services

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

Individuals can not be treated as isolated entities unaffected by their physical, biological or social surroundings. They are organic in nature which is the reason for their actions and behaviours in different settings in different manner.

Taylorian concept of mechanistic man can not be considered correct because it ignores the social & psychological surroundings and assumes that only a 'fair day's work' with 'piece rate system' will satisfy the workers & mould their behaviour.

In this context, Barnard's man affected by cooperation of other individuals, Follett's assumption of human nature and conflicts in society and Mayo's emphasis on informal work groups better explain the nature of Man.

Despite these features, the decision making of an individual is rather a difficult phenomenon to explain based on set criteria and situations. where Simon says that due to time, knowledge, information & physical limitation, men take decisions & react in their own 'satisficing' manner but the satisfying indicators of men may also differ from person to person (Herzberg & Maslow) and thus actions will differ.

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

Decision making has been defined in different ways by different scholars. But, the ability to make good decisions quickly can not be predicted on the basis of the ways of working or a mathematical formula.

An individual makes a decision on the basis of a particular observation & assessment of a situation and tries to maximize the profits.

by evaluating all the alternatives present and choosing the best among them. This is the rational decision making by 'economic man'.

But this practice is hardly followed in its totality in real-life situations due to various limitations imposed due to ~~the~~ circumstances eg availability of time, knowledge or fixed biological or social limitations - and a most acceptable 'good-enough' decision is taken through the 'muddling through'.

Similar is the case with the skills like playing golf where the situation of ground and ball is assessed and after a careful thought, the ball is hit without actually going through process of economic man who would have preferred the measurement of field and angle b/w goalpost and ball & performed geometric calculations.

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 problems associated with classical approach were many it focus on mechanistic aspect of admⁿ, efficiency, movement, centralisation and control, ignorance of human element.

Human relation tried to remove these through empirical approach rather than assumptions of experience and focussed on relationship between individuals, informal groups, impact of socio-psychological factors eg Hawthorne experiments of Mayo, Lippitt's integration and Barnard's cooperative social action.

But, this approach suffered from biases towards the humanistic & could not think beyond the organisation. The impact of ecological factors, effect of society where an

organisation is based, culture of the host country, environment etc were not considered.

After all, human aspect can not be present in isolation and therefore an encompassing approach of structuralism, functionalism & ecological factors was necessary which could be seen in later movements eg Riggs' CPA, NPA etc.

5. (d) There is no important difference between Herzberg's and Maslow's theories of motivation. Comment. 10

Maslow ~~Herzberg's~~ need-hierarchy theory explains that considering the 'theory of prepotency', the needs of an individual move from subsistence to self actualisation. classification of whereas, Herzberg's factors of satisfying and dissatisfying an individual are also based on similar phenomenon which says that deficit needs will be needed for the

maintenance of relationship of individual with organization. But, only 'growth needs' will motivate him/her positively for growing contribution.



Maslow

Negative	Positive
Job/salary work conditions monetary incentives	job enrichment (vertical loading) prestige non-monetary

Herzberg

Thus, the only difference is that Herzberg does not accept that only after the accomplishment of lower needs, will an individual move to higher need. It may need prominence at different times for different individuals.

Otherwise, more or less they have concentrated on similar concepts of basic vs positively motivating needs and given monetary incentive only a subsistence status.

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

Though, Weberian theory of bureaucracy only is known & studied widely, his contribution to the comparative study of PA and thus, as a discipline is seminal in his propounding of traditional, charismatic and legal-rational authority in different settings.

Similarly, the contribution of Dwight Waldo in question the relevance of public admⁿ as a discipline in new public admⁿ is phenomenal which questioned the then-prevailing value neutrality.

Blackberg manifesto - the constitutional principles is also an important contribution to the study of discipline.

The

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 is a pioneer in the field of public administration due to whose contributions, it emerged as a separate field of discipline.

But, the concept of Public-administration and political science dichotomy as propounded by Wilson is developed from the idea that 'administrative questions are not political questions' or 'Administration is the detailed execution of public law.'

This concept has faded with time and is inapplicable for developing countries where the scope of PA is not restricted to the execution of law but the myriad of other activities related to welfare of people, fighting malnutrition and poverty.

Wilson was also pioneer in comparative public administration when he borrowed Prussian methods of administration but cautioned that PA in democracies is more difficult than in monarchies, ~~hence~~ because of multitudinous voice of public opinion. The responsiveness of PA is not applicable to non-democratic countries, according to Wilson.

The thin line between politics and administration is fading because in developing countries, there is larger

role of bureaucracies in formulation of policies as well through inputs to policy makers (executive), delegated legislation and the likes. The watertight compartmentalisation, as given by Wilson is not applicable.

Also, the acceptability of Weberian bureaucracy by Wilson shows that his insistence was on 'running a constitution smoothly' and 'maintenance of status quo' but developing countries need change and not continuance of already existing archaic structures of colonial times.

The concept of transparent & corruption free and meritocratic civil service may not be applicable to traditional societies of Imperial China where ~~trust~~ kinship and proximity to monarchy are the guiding factors.

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

Comparative administration (CPA) grew in the times of post-war reconstruction of developing countries to develop their own models of 'administrative development' & 'development administration' to bring about the required change.

But, the phenomenon has been growing since then and it has reached its pinnacle in the current era of globalisation when national boundaries are blurring with increased flow of goods & services.

Though, the aim is to integrate the whole world in one chain, the method and means of reaching there will depend on the internal development of admⁿ and its people.

The economies which are more open, transparent will be able to taste fruits of globalisation better.

and for the rest, it may bring concerns.

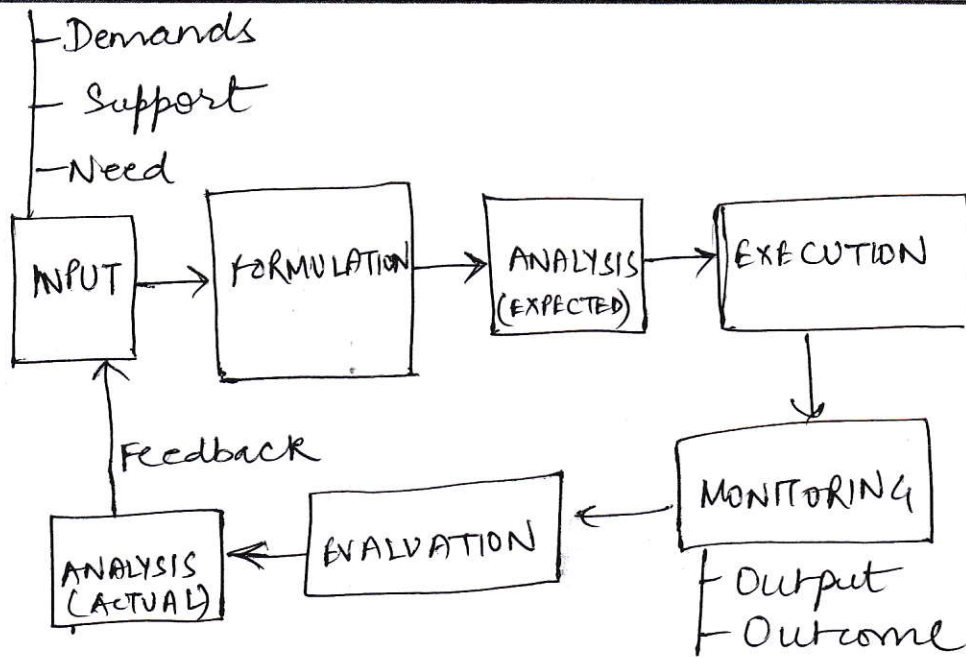
In this context, its important not to apply universal principles of admⁿ and bundle different countries into any particular named grouping (such as Riggs' analysis was criticised due to this). Rather, a study of traditional cultural & historical setting should be done and particular solutions should be provided so that current globalisation does not result into skewed development & welfare of only MNCs and global corporates.

The application of 'good governance' principles will also require the understanding of inherent characteristics of a country's administration. eg for some, a full capital account convertibility may have worked, it resulted into East Asian crisis in some. Thus, a comprehensive comparison is needed,

6. (c) It is said that Policy analysis may not provide solution to society's ills, but it is still an appropriate tool in approaching Policy questions. Discuss this statement. 15

Policy analysis is an important part of policy cycle which refers to the approach of the coherent, comprehensive, empirical, outcome-oriented and result-oriented study of ^{possible} impact of a policy. It may occur before the execution phase or after the end of monitoring & evaluation phase - when the actual results of policy are present with us.

eg examination of pollution in the air after banning of old diesel vehicles after a month - this will lead to the understanding of the actual impact on different pollutants and different areas with the no. of decreased visits to respiratory problem's doctors.



POLICY CYCLE

Thus, policy analysis may be treated as an act of post-mortem, but it is very important to use the results of analysis in the next iteration of cycle so that mistakes of last cycle may be corrected and newer changes may be made to bring about the intended effect of a policy on society eg if PM did not change due to ban, there should be some other source of it, which must be identified & corrected. (particulate matter)

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

(With the emergence of globalisation and privatisation, the role of 'outside' (other than government) has increasingly taken importance and the new model of 'collaborative governance' which includes communication, participation & sharing among these multiple actors i.e. governmental administration, autonomous agencies, NGOs, civil society has been termed as 'network model'.

The diminished role of state capital, blending of private and public resources, dominance of multiple actors and use of multiple instruments (eg tax incentives to promote export in place of coercive policies) are the characteristics of governance model of network.

This model disrupts the traditional notion of public administration and focusses on horizontal authority rather than vertical hierarchy and command-control nature of TPA.

Importance can be discussed as:

- ① Ever challenging tasks transcending local and national boundaries eg climate change, IPR etc require cooperation at multiple levels.

- ② It manages skill gap and provides higher technology and expertise to governmental activities.

- ③ It is crucial for flexible model of

governance, participation of all sections of society and fostering the trust between govt and the people.

Utility +

Though 'network governance' is a very important and useful phenomenon for modern administration, there are challenges in its implementation.

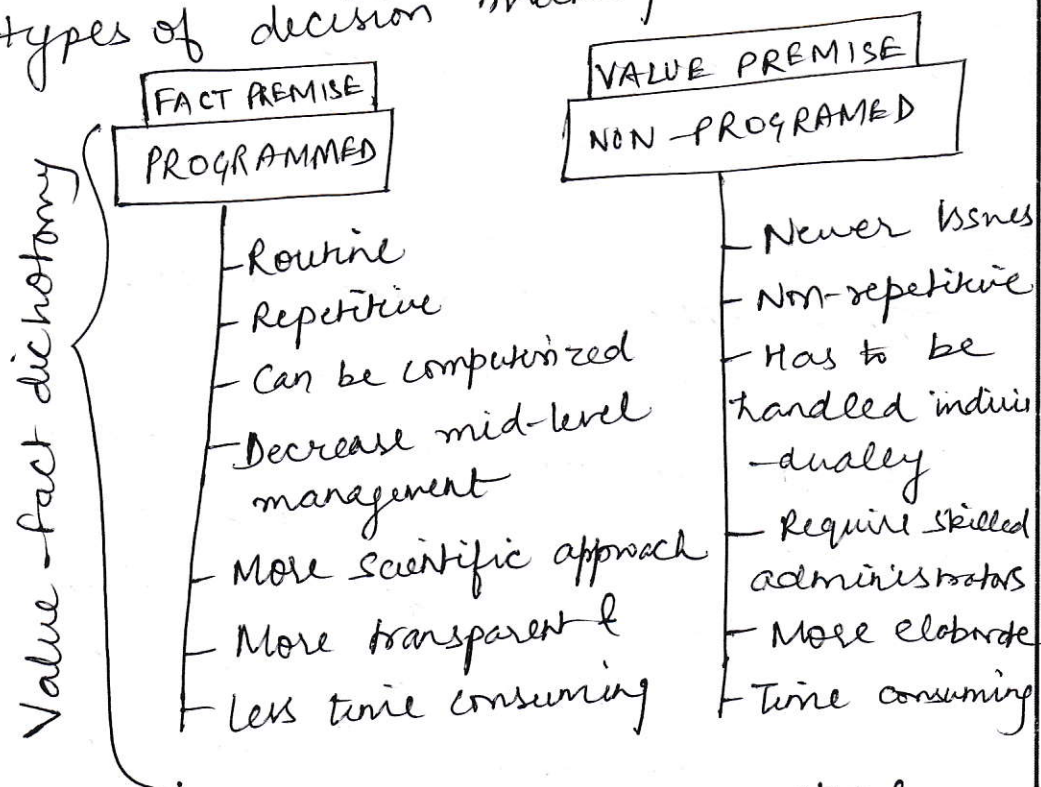
- ① Accountability of various organisations should be established.
- ② Ground rules, communication standards have to be set by govt to ensure uniformity.
- ③ A new generation of administration experts are necessary to counter the notions of command-control and authority from within.
- ④ The sharing of resources & ground implementation of various agencies for delivery of same product needs immense coordination and cooperation skills.

But, if these challenges are met, it will transform the way people govern themselves & will be a paradigm shift in PA.

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

Simon says that 'decision making is the heart of administration.' It encompasses all activities of admⁿ from intelligence, design and choice approach.

He opines that there are two types of decision making as



While creating this structure, Simon has given lesser importance to the socio psychological factors, affecting the decision making.

It has been argued that the focus has been on the devising of the scientific method of decision making, the factors influencing the organisation in other ways of creation of informal groups, relations between individuals, effective mechanism to influence subordinate to expand 'zone of acceptance' of Simon have not been given adequate attention.

The outside influences of the society has not been taken into account. Value neutrality has been used to make admⁿ scientific but it has been ignored that the value premises also changed based on the different interpretation of facts by individuals and it affects decision making. Thus, Simon has considered ecological factors to a considerable extent in decision making.

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

Recruitment is a very important part of personnel administration & efficiency & productivity of whole system depends on its individuals. Hence, it is important to solve the following problems associated with recruitment:

- ① System of examination to be fair, objective and credible for people of all background - there
- ② are contradictory viewpoints about literary method or the use of aptitude exams in recruitment process.
- ③ Independence of recruiting agency and transparency of its working eg many state PSCs are suffering from crisis of credibility.
- ④ Enough dissemination of info of public advertisement to reach rural hinterland & all sections.

- ④ Process of personality test & its effectiveness has been questioned.
- ⑤ Convergence of college education with the examination system & training institutions should be achieved to remove duplication.
- ⑥ Generalist vs specialist type of examination - is debated in policy discourses & a coherent policy is needed for its solution for different services.