

# INSIGHTS – PUBLIC ADMINISTRATION

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## INTRODUCTION

Following are the Question and Answers that were posted on InsightsOnIndia.Com (INSIGHTS) under the Daily Answer Writing Challenge for Public Administration Optional subject.

Most questions were sent by **Aditya Jha**, our regular and active participant in various writing challenges, and **Asha Goud**, also an active participant on Insights.

This document has been prepared by us keeping in mind the last minute need of aspirants appearing for the 2013 UPSC civil services Main exam.

Answers have been written by the participants and they are presented as it is without any editing. There are about 70 Questions and Answers included in this document; for some questions two 'best' answers have been given.

Though, seldom Public Administration questions are repeated in the Mains exam, nonetheless, this document would help you to cover few important topics and by stroke of luck you might get few questions from here as well in the exam, albeit modified.

Wish You All The Best.

**INSIGHTS**

## INSIGHTS – PUBLIC ADMINISTRATION

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**(Paper-I) Topic-** *Introduction -Wilson's view of Public administration*

**1“The field of Public Administration is a field of business.”(Woodrow Wilson) Comment. (CSE 2009/20 marks-200 Words)**

The original objective of Public Administration was to improve the Government Performance. This initial quest for greater effectiveness and efficiency brought Public administration closer to management sciences.

Thus the classical thinkers tried to introduce universal principles of managing affairs public or business.

1) Public Administration like business is a co-operative group effort in a particular setting. Thus the principles of cost benefit, top to bottom approach of policy framing, principle of PODSCORB and Fayol are as relevant to it as it is to business.

2) An administrator like a businessman has to take decisions between conflicting options in a given time frame to better exploit the opportunities created by demographics, environment and international sentiment for general welfare. Thus operation research, O&M techniques etc are as relevant to him as to a businessman.

3) An administrator must be as accountable to its stakeholders, the public, as a businessman is to his stakeholders. Thus an adequate performance appraisal system is as desirable as in the field of business.

However, there is also some marked difference between public administration and business administration. The chief being

1) Public administration exists for the purpose of welfare while business exists for profit.

2) Public Administration works strictly under the law while business modifies itself according to opportunities on hand.

3) Public Administration is more value oriented while business is profit and reputation oriented.

4) Administrator has to optimize his decisions to cater to the needs of various pressure groups while the businessman takes bold decisions to survive market pressures.

Thus we see that there are certain similarities as well as differences between business and administration. The statement of Wilson must be seen in the light of the cultural setting of US where private sector is prominent and hence the usual practice is to blur the lines of differences between business and administration. Moreover, in the enthusiasm of bestowing a distinct identity to the newly born discipline a little compromise with its social science character was done.

Though now public administration is considered distinct from business administration the decision making tools like operation research, etc have been internalized giving a composite identity to the discipline.

**2 “Calling Woodrow Wilson, the father of Public Administration is doing injustice to equally or even more eminent contributions made prior to him.” Comment. (CSE 2008/ 20 marks-200 Words)**

Public Administration is carried on from centuries in some or the other form according to the respective time, territory and form of government. Many intellectual persons have written or talked about administration as an art, science and profession. Kautilya in ‘Arthashastra’,

Machiavelli in 'The Prince', and many others like St Augustine, Abul Fazal etc have dealt with the subject.

The intellectuals before Wilson indeed had talked about administration but not specifically or categorically as Wilson did. The society which progressed from the primitive to feudalism to capitalism did not require and so did not deal with administration as a separate subject of study. It was around the period of Industrial revolution that its scope of activities started to increase from just revenue collection and law & order maintenance.

At the time when people were thinking about law and governance, Wilson came with his essay "The Study Of Public Administration", recognizing Administration as a separate field of study and practice. Through his essay he covered various aspects such as democracy, civil service, politics-administration dichotomy, historical and comparative methods of administration, etc.

Looking at his seminal and great contribution in the discovery and development of the subject, if he is called the Father of Public Administration does not lead to any injustice to the eminent personalities before him, rather it is a gift to those luminaries who contributed in one or other kind to strengthen the politics and administration of their time.

**Paper-I Topic-** *Introduction (Evolution), Administrative Thinkers(Scientific Management)*

### 3 **The theoretical evolution of Public Administration is essentially 'ecological'. Elucidate. (250 Words)**

1

Most of the theories of Public Administration since the time of Wilson have their origin in the socio-politico-economic events of its time. As the context has changed over time, the content of administrative theories too has similarly evolved.

Wilson propounded the politics-administration dichotomy as he was distressed by the prevalence of spoils system and the associated evils in the American political system at those times. He sought comprehensive administrative reforms so as to rid it of all the evils and the development of a separate science of administration to facilitate the process.

The proponents of the Scientific Management Theories like F W Taylor and the Gilbreths amongst others were urged by the need for improving efficiency at the shop floor level for the growth of the industrial system which was undergoing a tumultuous phase.

Max Weber, who too was trouble by the patronage system of bureaucracy existent in erstwhile Germany at his time conceptualised an ideal bureaucracy that would be rule bound and hence rational, non-partisan and professional in its approach.

Similarly, phases like new public administration, public choice approach and new public management were created out of the urge to reform bureaucracy in line with the demands of the situation.

As it may be seen the administrative studies have been deeply affected by its immediate environment throughout its course of

development. However, till the advent of comparative public administration and theorists like Riggs and Waldo, it was ecological only in the narrow sense of the word. Its scope was limited to its immediate environment and there was no focus on cross-cultural and cross-temporal studies while pursuing a science of administration.

2

‘Ecological’ in this context means the impact of the environment, i.e. society, polity, events etc. on the subject matter.

Starting from the first attempt towards the proposal towards theory building from Wilson, one sees the American ‘spoils system’ and its inefficiency as its pillars. This provoked him to propose making administration separate, efficient, economic and effective.

Moving ahead, Scientific management theories by Fayol, Taylor and others were a response to the problems and growing complexity of the American industry and low labour productivity therein.

Further, the human relations and behavioural theories by Mayo, Follett etc essentially sprung out from the advances in social sciences and human behaviour in the 1940s. They were also provoked by the increasing labour turnovers in the American industries indicating that something is wrong with the present theories.

The neo-classical theories were underpinned by the increasing complexity in decision-making and management of enterprises. The value of fact based decision-making as propounded by Simon found the right flavour then.

Major advances were made after the world war -II when a host of developing nations came on the horizon. This rendered the application of conventional American administrative theories in the changed politico-cultural context futile. And, thus the theoretical advances by Riggs and others in comparative and development administration were born to facilitate developmental efforts in changed situations.

Finally, the latest paradigm the theoretical inclination and development in the field of Public policy are essentially the markers of growing needs of socio-economic development and the predominance of public administration in them.

Thus, the field of Public Administration has suitably reacted to and affected by the changes in its ecology.

#### **4 The criticisms stating Fayol’s principles as ‘cold-blooded engineering’ with no regard for human element seem selective and exaggerated. Critically Comment. (250 Words)**

Fayol was himself an engineer and administrator in a mining firm. His principles had both grown out of his reflection as a manager and his predilection towards Cartesian and Adam Smith’s philosophies. A selective reading of his principles do indicate that they are ‘cold-blooded engineering’. But, a comprehensive look belies this assessment proving that he was indeed far ahead in thinking of his times.

The principle of division of labour (specialisation), excessive focus on functionalism, hierarchy etc. indicate that

he was unaware of the physiological, neurological and psychological consequences of monotony in work places. His focus was on improving the productivity of the enterprises by his theoretical prescriptions. He himself acknowledged that the interests of the firm precede and pre-dominate over the worker's interests.

But, at the same time he acknowledged that his principles are not sacrosanct. And, can be modified suitably with changing situations. Looking at his principles of Initiative, Esprit De Corps, Remuneration(employee satisfaction) etc. indicate that he did consider the human element. He also states that the employees be suitably rewarded to satisfaction. We can co-relate this with Herzberg's 'Hygiene factors'.

His principle of freedom of initiative to the employee and harmony at the work place can be compared to Herzberg's 'Motivation factors' and Maslow's theory of need hierarchy.

Thus, even though Fayol was not very explicit in terms of the human element as the later thinkers like Mayo, Follett, Herzberg; his principles do reflect the human element implicitly. Moreover, his work written in 1915 was in an era where major advances in social sciences were elusive. Hence, calling his principles as 'cold-blooded engineering' is indeed exaggeration.

*(Paper-I: Administrative thought -Weber's bureaucratic model- its critiques and post-Weberian developments)*

### **5. E-governance is the final arrival of Max Weber's iron cage of rationality.**

**Discuss. (CSE 2011/20 marks/200 Words)**

E-governance employs technology for the delivery of good and services, makes government efficient and well-connected thereby improving transparency and accountability. As technology is impartial, impersonal, follows set rules and continuous, it corresponds to Weber's rational thought.

His iron cage of rationality contains such elements but because of the human element they got compromised. For, no human can be totally neutral, impartial and impersonal. Humans are flexible with rules and can easily trespass them. But, it is not possible with technology and its application has made the bureaucratic iron-cage rational model more rigid. It essentially vindicates the viability of rational model in changing social and political scenario.

But, it must be understood that such technology is operated by humans thereby introducing the required flexibility. It may not be possible to rely wholly on e-governance for accomplishing several other duties of the government. Policy formulation is one such exercise.

However, within the Weberian thought framework e-governance seems to be well placed to satisfy the critics of Weber for the rigidity in his rational model. As time passes, we would see even more rigid and extensive application of e-technology in governance thereby reducing discretion and bringing the impersonal and impartial factor in greater play.

6. In what way is Weber's 'legal-rational' model of bureaucracy seemingly 'irrational'? (15 marks/150 words)

Weber's 'legal-rational' model of bureaucracy is mainly centred on the impersonal order of a bureaucrat. However, in modern democracies where administration has to change according to the emerging complexities, the impersonal nature of a bureaucrat gets disturbed in one way or the other. This is particularly true in the third world countries. Besides, this model focused on the rules. of course, a bureaucrat have to act as per the rules, but in certain cases he has to act beyond rules. Further, in cases of emergency, going by rules leads to inordinate delays. Another factor which weber gave importance is hierarchy. But it may create suspicion on the part of both higher level and lower level officers against each other. This may dampen the overall output of the organization and breaks the team effort. Also, this model neglected the human factor in the organization. After all, the humans tend to create an informal way of doing things which may conflict with the objectives of the organization. Further, this model lacks the differentiation between technical expertise and general administration. A superior officer may not always have the requisite technical skill. This creates chaos among the members of the organization whom to obey either the superior who commands or the person with high technical expertise. so, weber's model seems to be rational in some elements, it proved to be irrational in many ways.

*(Paper- II – Union Government and Administration, Civil Service)*

7 The proliferation of delegated legislation should not pose a problem in the Indian Parliamentary system of government. Critically comment. (200 Words)

Delegated Legislation has been necessitated by the increasing work load on the law makers and the complexities associated with delivery of services. Though it has increased the discretionary powers of the executive, it may be effectively used to meet the needs of the dynamic situation with certain safeguards in place.

Under delegated legislation, the lawmakers of a country generally resort to sketching of the broader policy framework. The executives are given discretion to frame rules, procedures and other nuances for the actual implementation of these policies. The rationale of such delegation of legislative functions is many fold. Firstly, the executive by virtue of their close association with transactional level are better aware of the work environment and hence better placed to work out the finer point of the law. Secondly, socio-economic dynamics lead to fast changes in the working condition which requires suitable adaptation in the policy framework. Further, given the unique ecology at the local level, the implementation requires fine tunings in the policy so as to suit the needs of the context. Further, the concept of welfare state and the need for good governance has increased the work load of the lawmakers.

Delegated legislations vests certain discretionary power in the administrators and is feared to lead to despotic tendencies. However, certain safeguards may keep such tendencies at bay. The broader policy framework under which delegated

legislation takes place may itself establish the limits and checks that would prevent any executive overreach. Further, the preparation of such rules may involve the targeted constituents which will lead to awareness which in turn will prevent any abuse. Parliamentary techniques, like committee on subordinate legislation prevalent in India, may be adopted to ensure accountability of the executive.

Hence delegated legislation coupled with certain checks in place should not pose a problem in the Indian parliamentary system of governance.

### **8 Civil Service neutrality is a fiction. How can any thinking person be neutral? (CSE 2010/20 marks/200 Words)**

**1**

Civil Service neutrality has two dimension viz. political neutrality and value neutrality.

Political neutrality ensures commitment to the policies of the government within the acceptable legal and constitutional framework, irrespective of the political party in power. As an individual a civil servant is bound to be affiliated to one political thought or the other but this should not affect his official conduct of business. Such neutrality reinforces multi-party parliamentary democracy like in India. The party which returns victorious by the electorates is assured of full support of the civil services machinery towards attainment of its policy objectives.

Value neutrality which traces its origin to Weber's construct of ideal bureaucracy,

principally aims to ensure that the personal preferences of the civil servants do not come in way of delivering services to the people. However, such value neutrality is ideal only in an egalitarian society where all are equally placed. The disparities in development across various levels/layers require delivery of services to be value-laden. However, such values as NPA proponents recommended should be transparent to prevent any misuse and facilitate evaluation of administrative impact.

Any individual cannot be expected to be neutral in thoughts and approach on a personal level. However as a civil servant his commitment to the broader goals of constitutionalism and democracy can ensure the right balance in his official conduct. Proper training and organisational culture may reinforce such commitment.

**2**

Neutrality in civil services has the same notions and implications as the word "secular" has to the constitution of our country. We have interpreted secularism in a completely different and innovative way and so is the interpretation of the word "neutral".

1. Neutrality in our context means an unbiased and balanced view keeping in mind the pros and cons of various groups and their interest. It in no way means overlooking or neglecting any facet of issue on hand.
2. Neutrality is driven by the sound principles of our society based on equality, justice and fairness, transparency and accountability to the society and its people.
3. Neutrality is keeping in mind the general welfare of the public at large and divorcing

our thoughts from any particular political ideology, personal thinking or beliefs. 4. A neutral decision is thus bound to reflect rationality, respect, balanced and unbiased attitude and above all the integrity and admiration of the civil servant towards society.

It is thus very clear from the given points that it is only a thinking person driven by principles who can be really neutral.

### (Paper-I)

- 9 **”Taylor’s Contribution was not a set of general principles for organizing work efficiency, but a set of operating procedures that could be employed in each concrete situation to secure their application.” Comment((2009/ 200 Words)**

1

Focus of Taylors study was development of true science of work to find one best way of doing all works. He proposed scientific selection of workers and division of work and training of workers along with assignment of best suitable job for workers. He developed time study, motion study, and work study. He encouraged standardisation of tools. These features of his theory can be applied in every situation for efficiency enhancement.

He separated planning from execution. This is still extensively used in countries like India, along with many big and small institutions. He called management a science and encouraged to apply this science to wage management and ways of doing work.

Comparing these with Administrative Management Thinkers who focussed on top level management and gave general principle like – unity of command, hierarchy, unity of direction, authority and responsibility, order and initiative, Taylor basically solved the problems at shop floor level. Thus, all his techniques were useful and yet are used in form of OR, Management by Exceptions, time and motion study, systems analysis etc. Thus in presence of a concrete situation, his propositions brings efficiency.

2

Taylor’s theory of scientific management was thought to bring about mental revolution in workers and management, where workers earn more wages while management earn more profit, with customers getting cheaper goods. This was supposed to be achieved by scientific organisation of work, scientific selection of workers and training them in work techniques and lastly by bringing together of the science of work and scietifically selected and trained workers, thereby ensuring high efficiency.

He laid out broad principles for workers and management alike. He opined that workers should work while management should direct workers through division of labour, standardization of work, timing of work, incentives based on performance, and other such criteria.

These concepts by Taylor were criticized on the basis of treating workers as mere cogs. It was argued that Taylor only looked at economic aspects of workers and completely relegated behavioural and social sides of a man. The division of work and standardization of work were seen as burdening workers without any room for the worker’s opinions on his work. The worker was not consulted and was supposed

to obey and rely on set practices, which generated monotony in work. Such arrangements lead to suppression of worker's creative and innovative capabilities.

The concepts Taylor thought would bring in efficiency were actually procedures that could be employed in each concrete situation to secure their application, thereby restricting freedom of thoughts and flexibility of operations in work life of workers.

**10 "The Barnard-Simon Theory of Organisation is essentially a theory of motivation." Comment (2009/200 Words)**

Chester Barnard has given the concept of "zone of indifference" which represents a mental boundary beyond which orders will not be accepted. Herbert Simon has laid a similar construct viz. "zone of acceptance". Both these concepts entail that motivation of an organisational member is important for orders to be accepted and followed.

In case of Barnard, the zone of indifference is largely dependent on the net satisfaction of an individual arising out of the contribution-inducements relations. While contribution refers the efforts put forth by an individual, inducement is the compensation – monetary or otherwise- for the individual. Hence, to make an individual follow orders will require adequate satisfaction on part of that individual which will motivate him to follow the same. Alternatively, training or persuasion can also be used to enlarge the zone of indifference.

In Simon's construct the magnitude of the "zone of acceptance" depends upon the sanctions available in the organisation to enforce its orders. Thus positive or negative reinforcements available in the organisation may affect the behaviour of the individual and along with it the zone of acceptance.

As it may be made out from the above, both these behaviouralists linked acceptance or otherwise of orders with human motivation unlike in the theories of their predecessors in which orders from superiors was naturally followed as a factor of hierarchy.

[ Paper- I and II ( **Topic:** *Comparative Public Administration(CPA), Evolution of Indian Administration*)]

**11 The categorization of 'Balanced' and 'Unbalanced' polities is nothing but an attempt to vindicate futile academic theorisation of Comparative Public Administration. Comment. (200 words)**

Any academic theorization cannot and should not be summarily dismissed as "futile". Riggs categorized political systems into "balanced" and "unbalanced" polities. According to Riggs, any political system has 2 components – the political executive and the bureaucracy. The political executive consists of the elected officials, assembly and the political parties – collectively referred to as the constitutive system. A Balanced Polity is a political system in which there exists a healthy balanced between the political executive and bureaucracy in policy formulation and administration. In an unbalanced polity, one side (usually the bureaucracy) dominates the system (though there are

cases where the political executive has dominated as well). While it would be unfair to judge a country or its political system simply based on whether it has a balanced or unbalanced polity, such a categorization would nevertheless help study its characteristics and working better. Developed countries in general tend to have a balanced polity while developing countries tend to exhibit an unbalanced polity. Thus, such a categorization enhances our understanding of a country's polity. While its importance does have its own limitations, it would be unfair to call it futile theorization.

(To understand what a balanced and unbalanced polities implies, refer below-

A balanced polity is essentially one where the balance of power between the political and bureaucratic class is even. No class dominates the other. For instance, India, U.S. etc. are balanced polities.

An unbalanced polity is one where any one class dominates the other. The best example would be Pakistan where the military bureaucratic class influences foreign policies disproportionately.

The theorisation has made a clear distinction between the type of polities or better say has generalised a random phenomena.

The arguments which are generally forwarded behind this categorisation are : One, the type of polity is essentially a historical legacy.; two, developing societies generally have unbalanced polities; three unbalanced polities are generally unstable and many similar arguments.

However, such a generalisation is absurd in my view. First, to look at the type of polity to determine its quality is not based on evidence. If a nation is dominated by bureaucrats, it may be the need of the hour. Political class may not be mature enough to deal with socio-economic issues. And, history has proven that such polities have succeeded and are quite stable too. India in the early years post-independence would be a good example to cite here.

There are other reasons also behind my argument. You can find more in the book. It is a comprehensive one for CPA and a quite small book (170 odd pages A5 sheets). But, if you are to write mains this year, do not read the entire book. Instead, focus only on this chapter and your earlier readings.)

### **12 “The rule of King depends primarily on written orders...” Why did Kautilya favour codification of laws? (CSE 2010/200 words)**

Kautilya believed in a welfare oriented activist government. Though he endorsed monarchy but unequivocally mentioned that a monarch can't rule arbitrarily. He has to follow the principles of 'dandniti' proposed in 'Arthshastra'. However the codification of state craft was not done for an abstract purpose but was a technical necessity to support the diverse ideological aims and the necessary organisation.

1) In order to orient the monarch in welfare of his subjects by providing a fair and stable government certain codification of basic principles become indispensable. These codes according to Kautilya were to guide the king to take effective actions.  
2) Kautilya favoured the organisation of government in three tiers viz, the central

government, the provincial government and the local bodies. All these tiers were provided with certain authority and duties but they have to bow to the suzerainty of the monarch. This delegated administration required detailed codification of degree of decentralization, authority and duties, accountability to the king etc.

3) Kautilya proposed a establishment of a dedicated organisation to collect revenues, maintain law and order and provide justice and punishment. Thus the authority, delegation and division of labour was to be clearly defined for effective co-ordination of decisions and their implementation. This necessitated a detailed codification of organisational structure.

Thus we see that codification of laws and order was a technical necessity which was recognized by Kautilya and hence he emphasized on written orders and well defined codes.

[Paper I - Administrative thought]

- 13 The 'Neo' approach in classical and behavioral theories have brought classist and behaviorist very close to each other. Critically comment.(200 words)**

The Classical and Behavioral Theories are 2 important theories of administration/management that look at the field from 2 different perspectives. In the Classical Theory, made famous by the likes of thinkers like Fayol, Gulick, Urwick, etc. the focus was on the management of the organization as a whole. The industry the organization operated in was not taken into

consideration and a generic set of rules to govern the management existed. In the Behavioral Theory, much attention was paid to human nature/psychology and how human beings behaved under various scenarios. Maslow, Simon, McGregor, etc were some of the famous thinkers who elaborated on the behavioral theory, emphasizing on human nature and exploring the human mind.

The "Neo" approach in the 2 theories essentially advocated a total absence of hierarchy in the organizational structure, instead studying individuals by their nature, their department, etc. Much emphasis was brought to customer-orientation and the need to study deeper behavioral traits of customers.

In essence, the "neo" approach thus brought a people-centric perspective of the classical and behavioral theories in a practical organization-oriented manner, thus, bringing the 2 theories close to each other.

- 14 Weber's theories were essentially an attempt to ensure social acceptance of bureaucracy. Do you agree? Discuss. (200 words)**

Weber always laid stress on a 'legal-rational' model of administration. The only legitimate and fully accepted type of governance would come from a body of officials who have been selected on the basis of merit. These officials would have a written code of rules, followed strict hierarchy and are supposed to be impersonal. Each of them would have his own sphere of competence and influence, hence dividing the work amongst themselves efficiently. The officials would be neutral, honest, ethical and would be

persons of high integrity, as they would not have any personal benefit from the work that they do. Hence, he acknowledged that bureaucracy is the best form of legal-rational model. But, bureaucracy is such a type of system that the power is fully concentrated in the hands of officials that it jeopardizes the liberties of the citizens. A strong bureaucracy would undermine democracy. The society would not accept bureaucracy so easily because it knew it had a high tendency to be incompetent and get corrupted easily. So, Weber's theories of highlighting the pros of bureaucracy rather than the cons was an attempt to ensure its social acceptance.

**(Paper-II – Topic: Significant issues in Indian Administration, Administrative reforms since Independence)**

**15 Looking at the state of criminal justice administration, we do not need a Human Rights Commission, but a human rights court. Comment.(200 words)**

The criminal justice delivery system in the country is characterised by delays in dispensing justice. This has led to a call for a separate entity to deliver justice.

The criminal justice administrative system is bogged down by huge number of cases. This leads to great delays in settling of cases and delivery of justice. The problem is aggravated by large vacancies in the judicial setup. Further, the delay is increased due to the procrastinating attitude of the investigating and prosecuting agencies. Corruption, political interference etc. further affects delivery of justice.

As any crime committed is violation of human rights, there has been for setting up of Human Rights Courts for the purpose. However, such change in the institutional setup will not serve any effective purpose unless the inherent ills of the system are properly addressed.

The vacancies in the judicial setup must be immediately filled up. Suitable reforms in the investigative and prosecuting agencies may also be initiated to reduce corruption and delays. Media and Civil society may be suitably used to create pressure for quicker disposal of cases.

Hence, suitable reforms are required in the present setup to make criminal justice system more effective. The Human Rights Commission through suitable intervention may supplement the efforts of this reformed setup.

**16 Broadly in which direction have administrative reforms moved since Independence? Has it changed the situation on ground? (150 words)**

**1**

The administrative reforms have moved towards indigenisation of Indian machinery. Many committees and commissions were setup. The administration has moved towards decentralisation. It has moved towards more participative, transparent and accountable governance. Still the administration moves in the direction of 'less government-more governance'. The reforms started with setting up Planning Commission. Highly Centralised administration to aid rapid industrial growth for socio-economic development was

established. But its ills started surfacing and also noted by ARC-I. Reforms in the field of Personnel management, financial administration and accountability were brought. New institutions like IIPA, CBI, CVC, Dept. Of Personnel etc setup. But due to highly authoritarian political leadership, these were not reflected in governance. After 1990's came the era of de-bureaucratisation, de-centralisation and open economy. License raj was done away. Administration took the role of a facilitator. Further transparency was brought by e-governance. The administration was made more participative. Recruitment and Conditions of service were reformed. Now the state vows to promote 'less government –more governance' to bring good governance in the system and accordingly reforms are being brought.

2

The administrative culture of India has grown organically from ideology and ecological compulsions to administrative necessity developing the system from being the harbinger of economic, social and technological development in 1950s to the cutting edge for good governance, thus proving that it is capable enough to respond to the emerging challenges of administration in 21st century. Commencing from the ideological aspirations, the community development program of the 1950s metamorphosed to PRI of the 90s, out of administrative necessity to reform thus creating an effective institution to implement centrally sponsored schemes and bring decentralized planning.

From the ecological needs of regulatory administration in licensing of industry to LPG era the administrative reforms were directed to build institutional capacity to

protect stakeholders interest by metamorphosing into facilitating administration post LPG. From cultural veil of secrecy and consequent discretionary powers of a bureaucrat, the reforms harmonized the administration with the mutation of Right to information by Sevottam standards acknowledging the ecological needs of a globalized society. Thus we can say the administrative reforms in Indian bureaucracy have always been directed to address the prevailing administrative challenges.

**(Paper I and II –Techniques of Administrative Improvement)**

**17. The available techniques of administrative improvements(CPM, PERT) are too 'mechanical' and 'simplistic' to be applied in the real world of governance. Comment. (150 words)**

The administrator has to take decision in a complex environment of political, sociological and time constraints. Though decision making techniques help to analyse the problem objectively, but the inherent value free character of these techniques render them non-productive more often than not.

For taking a decision using these techniques the administrator must know all the factors and their degree of influence in the current situation. However, situations are generally unforeseen and such objective diagnosis in the given time constraint would not be possible.

However it must be mentioned here that these techniques could be used for reference by heuristically defining variables. Or they

could be used by academicians and policy makers who have the time and resources to accurately define factors pertinent to the situation. Thus they could be used to develop an algorithm or standard operation procedure for recurring problems. Thus though simplistic and mechanical these techniques have their own importance in administration.

### **18. Examine the role of MGNREGA in improving lower-tier governance in India? (150 words)**

MGNREGA is the largest public works programme in the world. Its sheer size, and scope has forced changes at the lower-tier of governance in India.

The Indian administration is characterized by high centralisation and low delegation of power and authority. It is essentially a top-down model. But, such an approach could have never worked for a large programme like MGNREGA.

This forced devolution of powers in the spheres of planning, implementation and monitoring to the Panchayat and block levels. At least 50% of the works are planned by the Gram Panchayate and approved by the Gram Sabha

Monitoring could not have been possible by the top-down approach. Thus, 'social audit' came into vogue and now has empowered and educated the lower tier. E-governance at this level also became necessary for large level monitoring. Capacity building programmes for Panchayats like 'Rajiv

Gandhi Panchayat Sashaktikaran Yojana' was a logical follow up.

Thus, MGNREGA has empowered the grass roots by bringing transparency, accountability and participation in the lower tier acting as a motivator for future programmes and policies.

### **(Paper II and I)**

### **19. What are the two biggest challenges in the coming years for Indian Administration? Justify your position. (200 words)**

Making the administration less bureaucratic and more democratic; and managing disasters effectively and efficiently would be the two biggest challenges for Indian administration in the coming years.

Amid growing privatisation and globalisation, citizen's expectations for service delivery has increased manifold. Public services face a crisis of quality and efficient delivery essentially because of the rigid adherence to rules in the strictly hiarchical setup of bureaucracy. They have to become flat, more participatory and flexible enough to overcome this crisis. A business as usual approach about the bureaucratic structure would only aggravate this crisis.

Also, with faster economic growth which is often unsustainable and inequitable, all kinds of disasters are only growing in number. They include natural calamities, terrorist and extremist attacks, industrial disasters, epidemics etc. As they take a huge toll on our society and economy(2.5% of GDP as per World Bank estimates), and

private corporations can not manage them; it is essentially public administration that faces this challenge. Of course, making organisations flatter and improving coordination would be a pre-requisite for handling these challenges as aforementioned.

There are other challenges too but the sheer size and depth of these two challenges make them the biggest which require the greatest attention.

- 20. Piffner point out that the constitution of a country is a plan. Every planning and purposeful activity is preceded by preparation for action. Do you agree with the assessment of Piffner about the constitution? Discuss. (2007 Pakistan Civil Services/ 200 words)**

A constitution is a vision of the framers of a society that they yearn to attain. The constitution to this effect lays down the objectives to be achieved by the country as a whole.

The Indian constitution envisions a secular, socialist, democratic republic constituted by the Indian fraternity. After setting up of the objectives, it establishes the means for the same. Thus the Indian constitution delineates the various constituents of the polity viz. legislature, executive and judiciary.

It specifies the functional domain of each actor and prepares the ground for their co-operative functioning such that they reinforce the efforts of each other towards

achieving the constitutional goals. For eg. The President, the Vice President, Council of Ministers, the judiciary are provided specific roles in the Indian constitutional scheme.

The constitution thereafter also broadly lays out the means to achieve the enshrined goals. Thus the directive principles of state policy are aimed to channelize the efforts of the various organs towards achievement of the constitutional goals.

It also provides various corrective mechanisms to check encroachment of different kinds. This also helps to keep focus on the attainment of the vision enshrined in the constitution. Thus judicial review , parliamentary control etc. are some of the measure to prevent excesses by any of the organs.

Pffifner is thus right in calling the constitution a plan- a vision to be achieved.

**(Paper-II – 2009 questions)**

- 21. “Bureaucracy developed by the British stifled the village self-rule.” Comment (200 Words)**

While the administration was centralised during the known Mauryan and Mughal rule in India, villages had a considerable role to play in local affairs, including criminal justice administration. With the policies of the British, including bureaucracy, there was a significant erosion of their role.

The Bureaucracy was a machinery designed by the British to perpetuate their rule, especially in remote rural areas.

The authority was heavily concentrated in the Collector/Deputy Commissioner/District Magistrate as he was the incharge of both the executive and judicial branches. The erstwhile legitimacy of the village headman in matters of revenue collection and dispute settlement was affected negatively. They merely became agents of the British helping them to rule under the overall supervision of the bureaucracy. Tehsildar, Patwari who wielded significant authority in the Mughal times were reduced in power and rank. Villages were not considered units to be left alone, but utilised for revenue, production etc.

Probing deeper it is found that the Mughals were not at all interested in the villages except revenue. But, the British invested and planned significantly by way of personnel, surveys, networking etc.

Therefore, it was the vested interest of the Britishers finding outlet through the bureaucracy which stifled the Village self-rule in India. It was essential to perpetuate their rule.

(Other points that could be mentioned here:

1. elitist nature of the covenanted civil service; later, strict weberian principles of the British civil servants;
2. what is village self rule ideally, it needs an elected head able to take decisions on their own, you could say how this decision making was limited to hierarchy;
3. there is a scope to also mention some of the efforts towards LSG during British times in the conclusion line. May be that could make a complete answer )

**22. “There is no basic contradiction between civil service neutrality and civil service activism.”  
Comment. (200 Words)**

Civil Service Neutrality expects ideologically unbiased civil servants who contribute the best of their capacities for any government in power, their only interest being Public Interest. It ensures the confidence of public and the political executive as well.

The changed socio-economic conditions with the advent of planned development and liberalization, there are greater expectations from the bureaucracy, which was anonymous till then, to participate in policy making, become participative in implementation, delegated legislation. This enlarged the scope of action of the civil servants, who are now working with politicians who are naive in decision making (most of the times).

Also, the growing number of people under poverty line, wide spread corruption and politico business nexus, alienating millions from prospects of development are compelling the civil servants to come out of the veil of anonymity and defend public interest. This is named Activism. Though it lacks any statutory definition, all acts of a civil servants involving his speaking out in the media, creating awareness in people about their rights, meetings, workshops are considered to be a part of activism.

While the neutrality envisaged in AIS conduct rules like no political affiliation, not expressing their vote option, are still upheld, there are instances of politicisation of bureaucracy which are disturbing the neutrality aspect. For rest of the cases,

neutrality goes in hand with activism, as it is just to defend the public interest and the philosophy of the constitution as a whole.(social,economic,political justice; equality-status,opportunity;freedom)

**23.Do State Services suffer in comparison with the All India and Central Services? Suggest measures for enhancing the role, competence and impact of State Services. (300 Words)**

State Services personnel are recruited by the State Public Service Commissions. State services occupy the lower ranks/positions in the state administration, where senior and top posts are reserved for All India Services personnel. Therefore, Generally with exceptions, the candidates which apply and go to join state services do not possess high calibre and skills. The State Services personnel are promoted to All India Service , very late in their career. The reason behind this is only a third posts in AIS are to be filled by them. Even their career promotions in regard to posts is slow, compared to All India Services and Central Services. The Governments often consider them second rung officials and desire for All India Services personnel. The State Services owing to these limitations, tend to become less enthusiastic, lack activism, and frustration and pessimism often overcomes them. They lack a national perspective due limited mobility(only inside the State). They do not receive the kind of training which is imparted to AIS and Central Services personnel. Even their skills get outdated and remain static owing to limited opportunities, functions, roles and non dynamism which characterise their job. Hence, it is not misplaced to accept that state services suffer in comparison to other

elite services(Group A). Some measures including structural changes, institutional changes and career advancement can bring much need spur in the State Services. Structural Changes include, restructuring of posts and jobs which are especially reserved for Group A Services. There can be some exceptions and opportunities can be created where State Services Personnel, as a reward of their performance can avail them too. Institutional Changes like enhancing the capabilities of State Public Service Commission's should be done. Standards of Recruitment and Training should be improved in accordance to UPSC. Career Advancement and in service promotion should be brought. Period examinations and based on their result, speedy promotions of State Service Personnel can revive the lost enthusiasm and promote activity in them. Also other opportunities available to AIS and Central Services personnel which enhance their skills, can be open for these officials too.

**24.India has failed to devise a long term strategy for drought management.” Comment (200 Words)**

(Following pointers must be used when answering this question-

67% of India suffers from drought every year on an average. And, the toll it takes on human life, state finances and crop production are thus immense.

Despite the widespread prevalence and recurring occurrence, the issue has become politicised. For, it is politically expedient to announce compensation for the farmers rather than embarking on a path of drought management.

In the NDM act, 2005 the responsibility for drought and flood management has been assigned to the Min. of Agriculture. But, pro-active steps have been elusive.

These things are to be mentioned along with your opinion on its repercussions for India; reasons behind this failure; and what it conveys about the state of Indian administration.)

### (Paper I and II)

#### **25. Indicate the milestones in the story of development from the Nehruvian Model to the Liberalization model. (CSM 2001/300 words)**

India adopted socialistic policies after independence. Directive Principles were enshrined in the constitution, obligating the state to work for the welfare of people. Nehruvian Model was the centralised model of governance and limited role of Private sector. As the country progressed, the need for decentralisation and liberalisation was felt, which were finally brought in 1990's. Liberalisation model have been in place since then.

In Nehruvian Model ,the state assumed much greater role of Socio-Economic transformation. Public Sector Enterprises were setup to bring rapid industrialisation. Various social reforms in the form of legislations were carried out. Land reforms such as abolition of zamindari, first amendment act etc were brought. India achieved many milestones during this era.

In the field of Industry, India achieved self reliance in various fields. Well distributed industries, including remote areas , were setup. Similarly in the field of Agriculture, various policies to help farmers were carried out. As a result, India achieved Green Revolution in 1960's , ensuring its food security.

Community development blocks were setup throughout the country. But owing to lack of people's participation, it failed. Various steps were taken towards decentralisation, PRI's were setup throughout the country and finally constitutional status was given through 73rd and 74th amendment in the era of Liberalization model.

Banks were nationalised in 1971. Agricultural credit was exacerbated by setting up of RRB's, NABARD and encouraging other micro-financial institutions. Various legislations towards poverty alleviation, social reforms towards reducing ills like female foeticide, population control, child care were brought. Garibi Hatao ICDS, IRDP were all steps in this direction.

The result of these was India obtained a 3.5% growth in GDP in early decades and later 5% in 1980s. Agriculture was transformed and its production grew consistently. The Industrial output although declined and India faced a BoP crisis , but significant progress was achieved till 1990s in basic infrastructure. New era of technology ushered in 1980s. Literacy level and Health sector improved due to welfare measures of the state.

But still India lacked in many spheres. It lacked competitiveness. Many ills crept in the governance system. Therefore

Liberalisation model was brought and further reforms were carried out.

26. **“The blame for our poor public sector performance can be laid on the way our bureaucracy is structured,” Comment (CSM 2007/200 words)**

India received a highly Centralised bureaucratic model as a British Legacy. Continuing the trend, the bureaucracy was rather given additional functions of development and socio-economic transformation. Administrators were to act as champions of grievances of marginalised and exploitative market forces.

The result of such highly bureaucratized setup was that every action, however small it be, was taken on the consent of bureaucrats. Red Tape-ism coupled with deficit in the fields of responsiveness, transparency and accountability prevailed.

The public sector enterprises, considered as the temples of Modern India also remained highly bureaucratized. Lack of competitiveness and complacency led to their downfall. Political interference, rigid regulations and Licence Raj were deep ingrained.

The role played by Private Sector was minimal. Nepotism, factionalism, corruption, were attributed to Public Sector. A bureaucrat, who attains the security of tenure becomes reactive. The number of bureaucratic hurdles a decision has to overcome were large due to centralised structure.

This did not stop here. After a policy is framed, the execution is much more complex and time consuming. Lack of monitoring and evaluation allowed discrepancies and leakages.

The discretionary power multiplied when politico-bureaucratic nexus was setup. Weak civil society, media and absence of technology failed to expose the above limitations.

Hence the structure of Indian governance and its centralised approach was the prime reason for the poor performance of public sector.

(Paper I and II)

27. **“The main problem with Mary Parker Follett’s work is that her idealism is showing.” Explain.(CSE 2006/20 marks/200 words)**

Mary Parker Follet was a thinker ahead of her times. She came up with several path breaking concepts reflecting on the socio-psychological aspect of an organization. However, despite the novelty in her thoughts, she is described as being an idealist.

To start with, her views on conflict resolution, where she advocates integration rather than a compromise or domination, while certainly desirable, do not actually happen in a real world due to constraints of personal dynamics. Similarly, her thoughts on fusing the leadership of position and leadership of power appear too ideal to have a regular empirical manifestation. She further exhorts development of “joint power” or collective power. While, no doubt

a worthy proposition, it is marred with severe difficulties in practical implementation with the egos of superior not allowing it to develop. Finally, her views on democracy where she is firmly against representative democracy and instead focuses on participative democracy, while being ideal is difficult to realize in a large country.

**28 Does the emergence of an Empowered group of Ministers at the Central Level impair the doctrine of Cabinet responsibility?(CSE 2010/20 marks/200 words)**

Proliferation of EgoM is necessitated due to the want of time, problems of coordination & failure to arrive at consensus in cabinet. Such mechanism is also required specially in the context of coalition governments as there is tendency to accommodate the ministers from coalition parties. This further compounds the problems of heterogeneity of ideologies & interests.

EgoM are empowered to take decisions on the behalf of cabinet & are often constituted on the matters of vital importance. However such empowerment of a body of minister does in principle impair the doctrine of cabinet responsibility ; a trademark of parliamentary form of democracy.

The importance of such cabinet responsibility is specially echoed in the 44th constitutional amendment regarding proclamation of emergency. Yet, in practice, though EgoM are empowered to take decision on cabinet behalf, legislature have ample opportunities

to make their functioning accountable. Question hour, adjournment motion, vote of confidence are to name a few. Further, the concerned ministers can individually be controlled by PM if necessary via the presidential pleasure. It is not just the executive, legislature too delegate the hitherto reserved functions via delegated legislation due to the similar constraints if not same. There is urgent need to reform the functioning of EgOM though. Recent reduction of the numbers of EgOM is certainly the step forward.

**(Paper I and II)**

**29 "The prismatic model of Riggs is equally applicable to developing as well as developed society." Comment. (2010/200 words)**

Riggs tried to capture the transition from developing to developed society in his prismatic model. It is the intermediate state when society abjures some of the features of the developing society and replaces it by that of the developed ones.

The administrative sub-system of prismatic society also called Sala model, is seen to have features of both the ends of the spectrum. Universalisation of laws is there but the implementation is absent. Differentiation of service is there but the integration is not efficient yet with problems of overlapping. Influential section use modern amenities at their disposal but retain traditional thoughts and socio-religious affiliations. Nepotism and corruption breeds on immature polity.

A look at the economic sub-system of the prismatic society, also called Bazaar-Canteen model also validates the above. Market forces of demand and supply as well as religious, social and ethnic factors influence the economy. Improper regulation of a diverse range of services results in difference of price, quality and satisfaction of customers. Wide gap in wages exist for the same work, fueling motivation to work by illegitimate means.

Thus a careful examination of prismatic society points out that many features of the developing society exists and are at different stages of transformation. Therefore, if prismatic model is evaluated in developing and developed societies, it will be found to be equally applicable.

**30 "The real problem of administrative reforms in India at the state and local levels in that they are imposed from above." Comment. (2011/300 words)**

Administrative reform is conscious change in administrative system to remove certain deficiency against the resistance. In India we have three tier of government at the center, state and local level. Time to time reform effort are made at all the levels. The administrative reform at state and local level are taken in the most of situation on the compulsion from union government be it forcing of states for implementing PRIs or legislating on FRBM. States dependence on union for finance becomes the main reason for this compulsion. Similarly at the local level the reform takes place at the behests of either the center or state that too for the finance or fear of being surpassed. But for any reform to succeed there are certain preconditions like its plan should be

made with consultation, implementing with the consent & co-operation of implementing agency, regular monitoring, changing the behavioral attitude of the bureaucrats at the suitable level etc. Due to top down model with the assumption of similar reforms works well in every situation the local diverse condition and particular need does not give the right planning of reform. All these culminate in top down model and thus it has not produced the desired effects. The failure of lokayukta in states is an example of it. The other reasons for the failure of administrative reforms are lack of political will to implement, fragmented nature of administrative reform in which only when problem becomes acute then steps are taken. Also in India the bureaucracy is institutional not instrumental due to its colonial past so its difficult to implement any reform straightway without corresponding change in behavioral change. These further adds to the failure. But its not true that all reforms imposed from above are failure. The working of vigilance commission in the states, the PRIs introduced after the 73rd and 74th amendments, the RTI act despite of their certain deficiency are working satisfactorily and has led to the realizations of their goals. So it seems that the reasons of failure of administrative reform at state and local level are many and imposition from up is one of them. So to be effective the reforms should be designed at particular level and if necessary the persuasion to adoption of reform rather than imposition should be preferred route.

**31 "Attempts to solve administrative problems in isolation from the structure of power and purpose in the polity are bound to be illusory."**

### (Norton Long) Comment. (300 Words)

1

Woodrow Wilson, regarded by many to be the Father of the study of Public Administration, introduced the concept of politics-administration dichotomy. According to Wilson, politics and administration were two separate spheres. While politics concerned itself with the formulation of laws and policies, it was the administration's responsibility to implement them. While stressing on the distinction between them, Wilson nevertheless seems to have recognized the presence of an umbilical cord that bound them together.

Administrative problems deal with issues like delivery of services, implementation of policies and other related matters. In the era of delegated legislation, administrative problems could also deal with faulty elaboration of policies. Corruption is a major issue that plagues administration in many countries. Given that these are some of the major problems found in administration, solutions for the same typically revolve around the following themes –

1. A system that has adequate checks at all levels of administration that either prevents or immediately alerts higher authorities to issues.
  2. A proper feedback system where the recipients of administration are able to voice their concerns to the powers that be.
  3. Swift and efficient redressal of administrative issues.
- The one critical factor here is that power flows from the politician to the executive. The legislature, often regarded to be the first among equal organs of the government, has politicians answerable to it, for all kinds of

administrative issues. Even in the recently evolving concept of delegated legislation, the quantum of policy formulation that is delegated to the executive is the prerogative of the power-wielders. Any administrative setup, even if efficient, standalone, cannot sustain its efficiency without the help and cooperation of the polity. Polity, in itself, exists for the primary purpose of delivering governance to the people. Administrative problems, despite being directly linked to the executive, eventually end up at the door of the political setup of the land. It is thus not possible to view solutions to administrative problems isolated from the structure of polity and even if such solutions do exist, they are not sustainable.

2

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**32 “Administrative reforms form a part of larger political process and should be considered in relation to it.”  
Examine. (300 Words)**

In the words of Greek philosopher Heraclitus, change is the only constant. Any administrative system thus needs to constantly reinvent itself and keep pace with changing times and needs. Reforms thus

form an essential aspect of any administrative system.

The source of the administrative system is the polity of the land. It is the political system of the country that decides as well as empowers the executive. Indeed, the executive itself is a creation of the political process. Another important point to note here is that irrespective of the type of political system in the country, the flow of power exists from the polity to the executive. Be it a presidential or parliamentary democracy, monarchy or autocracy, the executive owes its allegiance to the political system. Now that it has been established that administration is intrinsically linked to the political process, we will see why reforms are also a part of it. Given that the administration owes its allegiance to the political head of the nation, the rules regarding the conduct of the administrators are also defined by the political system. Any reform to administration thus touches upon the fundamental process of administration. Whether viewed from a Wilsonian dichotomy or a Weberian bureaucracy, rules are essential to administration. A reform touches upon one or more of the following aspects of administration – form of service delivery, rules governing administrative service, goal of administration. Only the political process has the power to bring about such reforms. Like the administration, even the political process undergoes a periodic churning, inevitably taking the administration along with it. Even in India, though administrative reforms have been discussed for many decades now, lack of political will has ensured that very little reform has actually happened at ground level. It is thus inevitable that any administrative reform will have to be seen in light of the larger political process.

### **33 “Public administration is ultimately problem of political theory.” (Wallace Sayre) Comment. (300 Words)**

Political theory deals with the most effective way of distributing power in society. With the shift in values towards democracy across the world, it seems less pertinent now. But, there are finer details which need to be worked out – administration is one such area.

Administrative activity has increased manifold with the increasing needs of society. Consequently, there are several grey areas under administrative discretion despite adhering to Weber’s legal-rational model of bureaucracy. Political power is indirectly exercised through official guided by rules. Rules are important for encircling bureaucracy but the discretion or power to apply them has given rise to several questions: When should discretion be applied? What should be the limit of discretion? and similar questions. Finding answers would be important if the ‘power’ relations in society is to remain equitable,

One has to also ensure that such powers to facilitate change are not misused. Accountability, transparency, participation etc. assume importance here to make administration responsible. In political theory broader accountability is ensured through popular mandate and periodic elections in democracies. But, in administration finer details need to be worked out.

Further, public administration also strives in modern states to empower citizens. In fact, this effort towards ‘redistribution’ has several political aspects. For, political power

can neither be exercised by the downtrodden nor can s/he participate in political activities.

But, there must be a line to distinguish this detailing of power framework. Otherwise, it would become theoretically impossible to differentiate administration and politics. Even though, the politics-administration dichotomy does not hold good today; politics and administration are considered separate activities if not completely unrelated.

To conclude, Public administration deals with the finer details which are not dealt under the larger framework of political theory. It searches for ways and means to fix accountability similar to that of political representatives. And, it also empowers people politically. Therefore, public administration is a detailed exercise under the broader umbrella of political theory. However, it should not be read synonymously with political theory.

### **34 The study of Administration should start from the base of management rather than the foundation of law. Explain. (CSE 2010/200 marks)**

**1**

From its inception, public administration has been in confusion over its status. Its parent discipline was political science its glamorous avatar is management and throughout it has been struggling to find its place in between these two extremes.

since administration of public functions in the government makes it action part of it, its focus has shifted continuously from digging less in policy making than to better delivery of service and making itself more

efficient. The law part which is policy deliberation if left to the political masters will make administration even better and management approach can fulfill in accomplishment of this. public administration has never been able to realize its full status and potential as an independent social science subject, if it leans toward management it can build its own theories, body of literature without losing its independent status.

new public management paradigm, public choice theory, pressure from private sector and globalization has in fact made public administration to seek efficiency, customer satisfaction, profitability etc at present time main thrust is to make administration customer oriented, consumer friendly, efficient and effective.

2

Public administration being the executive arm of the government's philosophy and ideology, is indeed closer to management than law.

The classical thinkers emphasized on politico-administration dichotomy. They tried to develop the discipline as a value free science to manage government's policies. Administrators were given a set of principles, like Fayol's fourteen principle or PODSCORB, from purely management point of view so that the administrators could easily organize, co-ordinate and manage under the light of policy decisions given to them by their political bosses. The principle of anonymity and neutrality stems from these basic seeds of management in the discipline.

Later CPA developed in order to understand the administration environment of the third

world so as to guide them to better manage the financial aid and economic and development prospects brought as assistance by the first world. The NPA though emphasized on values of administration but is also concerned about effective delivery of public goods and services.

The recent development of NPM & PCT is the resurgence of the importance of management principles in Public Administration by realistically evaluating existing institutions and including citizens for service delivery.

In the light of above arguments we can conclude that the base of administration is management and not law.

**35 Do you think there is a sort of paradox between e-governance and good governance. Explain fully. (CSE 2012/200 marks)**

1

Good governance as a concept tends to end the conventional formalism of public administration in the favor of bestowing primacy to citizen welfare than rigid procedures.

E-governance with its well defined and seemingly rigid procedural module gives us an impression that the administrative formalism is re-imposed, being paradoxical to the basic tenant of good governance.

Good governance envisages collective problem solving with blurring the lines between polity, administration & citizen. E-governance clearly assigns the role of

service provider and beneficiaries thus demarcating the lines between polity and citizens. The e-governance with its ICT platform chiefly focuses on administration-citizen interface thus creating an impression of politico-administration dichotomy. Thus e-governance seems to define boundaries than blurring them.

However examining the situation closely reveals that there is an inherent flexibility in ICT platforms for they can modify themselves in least possible time with least possible effort. Easy availability of information, a benefit of e-governance, is the biggest contributor to bring change in laws and procedure. Thus administrative formalism in fact reduced by e-governance.

Moreover e-governance can synergies the action of government, civil society and citizens by establishing an effective networking of social institutions. Thus policy information, views and feed-backs could be easily exchanged and incorporated in the planning stage itself thus providing a huge savings in time and labor.

Thus we see that there is no paradox between e-governance and good governance in fact the former is an instrument to bring later.

2

good governance and e-governance both stand for bringing in transparency, openness accountability in the functions of government but there is difference of normative bases on which these two stand.

Good governance being an adjective expression stands for value function that is

not the case with e-governance as it is technical ,efficiency oriented and value free.equity is cornerstone of good governance but by delivering services by the use of e-governance common citizens are made to be passive bearer of services packed in bureaucratic box with authoritative stamp on it,e-governance makes it one way affairs with very less care for common mans perspective.

e-governance needs highly skilled man power,technological intensive infrastructure and in most cases it works on hub-spoke model where hub becomes ivory tower and spokes just obey diktats from it,this gives birth to centralisation of functioning on other hand good governance works with the help of local community engagement and participation ngos and various local groups are stakeholders in good-governance.

good-governance is pushed by multi aid agencies which have backing of multi national companies while as such pressure is not behind e-governance. e-governance restores bureaucratic tendencies in organisation as it makes technological work and knowledge mystifying and secret on other hand good-governance is more open freindly and transparent affair

### **36 "Coalition politics of contemporary time is,at times, at war with the ideas of planning commission." Comment. (200 Words)**

Planning commission(PC) was established to provide a uniform and holistic development of the country. It was based top-down approach of planning which was adequate at the time of independence when

the country was suffering from mass illiteracy and uni-polar political front.

However with increasing political awareness and mass movements for community and regional aspirations, regional parties gained power and influence, thus began the era of coalition government.

These regional parties had region and community specific goals and ambitions which more often than not had a conflict with PC's one formula for homogeneous development. Due to coalition realities the partners themselves develop a common minimum program [CMP] keeping in view the aspirations of their political support base. These CMP's concur priorities which could be different than the priorities of PC. The government has to coerce PC to change the programmes accordingly. Any resistance even if genuine is opposed vehemently in media outlets for political points.

With increasing importance of these parties in states, the states have become more vocal for central assistance. They accuse planning commission for making programmes in air conditioned chambers oblivious of ground realities. They vouch for greater importance be bestowed to National development council. They also get annoyed by unfavorable evaluation of their performance in central programmes by planning commission. They demand for more discretionary powers to be bestowed to inter-state councils.

Thus we see with increasing regional aspirations the planning commission must change its top-bottom approach and adopt a balanced view. Moreover, the regional parties should also understand the need for a homogeneous development and accommodate for PC's view.

### **37 “Kautilya was a political realist rather than an Idealist. Comment. (300 Words)”**

Kautilya's Arthashastra is a seminal political treatise written in 300 BC, the prevailing political situation had a huge impact on his writings. It was monarchy that prevailed during his period and he therefore emphasised on role of the king and means to ensure stability of the kingdom. Despite of the fact that administration and politics have been dealt with in detail in Arthashastra it has not received its due recognition. Arthashastra has been criticised for the mention of use of violence, harsh punishment, black magic, enforcing shastra and varna system by king, he even suggested methods for overthrowing the king by his son. Kautilya's intention was to codify the existing system and advice the king on how to maintain the system in place and protect the state from falling apart.

It was not his intent to propound an ideal type, just, moral democratic rule that the king should aspire to establish. He therefore did not give any ideal type model for society and state, like the Greek scholars Aristotle and Plato during the ancient time, or the Social contract theory by Locke and socialism by Marx. It is also important to appreciate that the social conditions facilitated these theories. The dissatisfaction among the people made it necessary. No such dissatisfaction prevailed during the period of Kautilya.

Arthashastra therefore is rightly called a realistic document that provides a insight into the system of those times. Kautilya has explained role of king, various administrative levels, revenue administration, foreign relations, military structure and the importance of satisfaction and welfare of the people. Arthashastra explains how the system actually functions in practice and has not described a desirable ideal type.

### **38 Independence of judiciary is sacrosanct but seeking a broader collegium based judicial appointment needs serious exploration. Give your views. (300 Words)**

An independent judiciary is indispensable in a democracy which is visible in recent decisions regarding political parties to come under RTI, election reforms and attempts to clean Indian politics from criminals, by Indian judiciary. If it wasn't for a free, fair and independent judiciary such path breaking, pro-citizen and historic decisions could never have been taken.

Post Kesavanand bharti there was a wrong precedent put up by the government of appointing and promoting only loyalist judges in higher judiciary. To combat this situation the three judges case devised collegium system of appointment. However with passage of time this system like any other system picked up some defects. Firstly, it made judiciary a self appointing institution which is against the check & balance culture of democracy. Secondly, the

inherent opaqueness left ample scope for corruption & nepotism. Thirdly, with limited accountability in parliament after the appointment & zero participation of politics in appointment the higher judiciary was practically accountable to no one.

Thus we see that there was a need to change the system of appointment. For this a national judicial appointment commission has been proposed. It will consist of representation from the government, chief opposition party, eminent civil society members and the judiciary. Thus the new panel aims to encompass all the stakeholders in appointment exercise. It provides a balanced power distribution where neither the government or legislature not the judiciary is in commanding position. The representation of civil society will ensure 'PIL friendly' judges in judicial appointments.

Thus we see that keeping the independence of judiciary sacrosanct there are ways to evolve a better collegium representative of all stakeholders. Hence we must explore it by all means.

### **39 Critically comment on the recent Supreme Court directive on fixed tenure for Bureaucrats. (200 words)**

Fixed tenure for bureaucrats had been a major point of discussion in several committees and commissions such as 2nd ARC. Presently it is only the higher management level that enjoys fixed tenures. The SC directive has come in face of political reluctance to extend it to all important levels.

A fixed tenure would ensure “Good Governance”. It would also end harassment of honest officers and fix accountability for action. For, oral orders need not be obeyed unless followed by a written order. The change would be most reflected in state governments which in recent cases like that of Mr. Khemka was alleged to transfer officers arbitrarily. There can be little doubt that this change was much-needed but the way it has come is problematic.

The SC has essentially given a directive in the PIL which should have come from the executive or the legislature. More problematic is the precedent it can set for every major grievance that has not been settled politically would be settled in the court. The fact that there is little political consensus and it would be implemented by the political executive after framing a law on the issue- renders the directive futile. It may end up similar to the directives on police reforms by the SC. Moreover, in practice it would not be a major transformation as long as there is political resistance and collusion by the bureaucracy.

Fixed tenure for bureaucrats is welcome but there are larger and deeper issues which have been subdued beneath the directive. Its success would ultimately depend on the political class and cooperation by the bureaucracy.

### **40 Simon’s decision-making theories and techniques are of little use to Public Administration. Critically Examine.(250 words)**

**1**

In his decision making construct, Simon amongst other things has called for divorcing values from the factual aspects of decisions. However, as NPA proponents most forcefully underscored, values, albeit objectively premised, should be an integral part of administrative decisions.

Simon in his bid to make decision making rational sought that preferences, biases etc. (values) which decide the ‘ends’ of decision making should be avoided. This logical positivism of Simon was akin to the neutrality theorised by Weber. However, such value neutrality of only feasible in an egalitarian setup. In societies with inequities, administration needs to be value laden so as to mainstream the marginalised sections of the populace. For eg.: the TPDS in India seeks to positively discriminate against the BPL and the antyodaya population given their socio-economic depravity.

Simon’s concept of administrative man and bounded rationality nevertheless had ample light on how decisions are actually taken in an administration. Infact, Simon’s theories can be used to instil the right attitudes in administrators through training which will ensure that his bounded construct is in line with the administrative requirements. Hence, Simon’s theories are very much relevant for the growth of public administration as an activity as well as a discipline.

**2**

Scientific management gave the path of approaching a problem by dividing it into parts and solving the same. The Intelligence, Design and Choice activities constituted finding the problem or problem statement, breaking the same into parts and

coming up with a solution by cost-benefit analysis.

Simon gave the concept of bounded rationality by stating that it is humanely impossible to take cognisance of all the factors associated with the problem. He also pointed to the possible intermixing of value and choice component in every decision made. His writings provided a meaningful insight and thus was termed a true behaviorist.

However, his successors gave numerous other models of decision making suited to their situations. Lindbloom's incremental model gave a way out of fierce politically situations. Yehezkel Dror's Normative optimal model tried to find the optimal solution making everybody happy. Etzioni's mixed scanning model gave the directive of scanning through the entire area and giving detailed attention to specific problem zones. Time progressed and Public Administration development threw ideas such as Good Governance and New Public Management. Now it was expected that decision would be made with socialistic bend of mind and implemented with capitalistic zeal and efficiency. GANTT Chart, Critical Path Method, PERT(Performance Evaluation Review Technique) were devised to fast-track and make effective decisions. Some critics of Simon say that Simon's decision making techniques are of little use in Public Administration, however they are not able to visualise that inception of all modern decision making tools in and around Simon.

### 41 “Laxity in monitoring and evaluation can render even best policies

**infructuous.” Discuss. (Mains 2008/200 words)**

1

Policy monitoring and evaluation are an inalienable part of policy cycle. They help test the assertions made at drafting table in actual conditions and aggregate inputs required for finetuning, augmenting or withdrawing the underlying policy. Let us consider the case of APMC(Agricultural Price Marketing Committee) Act which mandates farmers to sell their produce to the licensed traders so that a fair remunerative price is ensured. Paradoxically, on the ground level the same act fleeces both the farmers and consumers benefiting the middlemen. In spite of all hue and cry, no effort has been made to scrutinize the intent and actuals of the policy.

Another example would be Mid-day meal Scheme, which attracted poor kids into education fold, was on the verge of being demonised due to indifference. Food was cooked in a pesticide container killing many in Bihar. Incidences of lizards, snakes, insects found in food, dent the credibility of such innovative schemes, hence continuous vigil of all stakeholders indispensable. Incorrect monitoring and bureaucratic apathy has made a large section of ineligible beneficiaries/adversaries on either side of BPL line. All the benefits under Indira Awas Yojna, Public Distribution System etc are cornered by the influential few. Contrary to successful implementation in Chattisgarh and TamilNadu, most of the grains in other states is smuggled into markets. To the Citizen's horror, inspite of Integrity Act in place to dissuade corruption in international deals, there are allegations of undue influence and lobbying in defence deals.

However, effective monitoring measures like social audit can make any scheme successful like MGNREGA and if absent, the best policies become infructuous.

2

Innovative policy making, keeping the welfare of all the stakeholders in mind is a very tough task indeed. But, a tougher job would be to implement it efficiently and effectively. Corruption, leakages, incompetency seeps in, thus the whole point of the policy is lost. After tardy implementation, a more difficult task would be its monitoring, evaluation and suggesting changes. Monitoring huge pan-India governmental schemes is a humongous task and requires special coordination, leadership and large amount of resources. A well intended but over ambitious optimism while policy formulation takes its toll during monitoring and on-ground implementation. Best example to cite is the PDS system. Monitoring through regular visits of thousands of ration shops for corruption checking is very tough indeed. Evaluating such schemes which have insufficient and unreliable data is another common failure. Thus, the laxity in such important phases renders even the best welfarist policies infructuous.

These loopholes should be filled in by using ICT for e-Governance, online tracking of subsidies, direct benefits transfer policies etc. These new technological measures help in improving transparency, accountability and makes monitoring and evaluation much easier. Thus, the objectives of the policy can be realized successfully with some institutional and procedural mandatory changes in the system.

### 42 Make a critical assessment of Dicey's understanding of the Rule of Law Droit Administratif. (2011/150 words)

Dicey's understanding of Rule of law was conceived in thought framework that compared the legal system that existed in Britain with that of French.

He saw the two as distinctly different, with the Britain system being exemplary of rule of law that rests on the principles of i) equality before law ii) No arbitrariness and iii) Laws being sourced in the customs and conventions of the society.

On the other hand, the French system had a separate legal procedure for ordinary citizens and a separate one for the state and it's official. This was assessed as being discriminatory in nature by Dicey and he termed it as administrative law.

However, Dicey's understanding was not matured enough. He did not realize that rather than seeing Rule of law and administrative law via separate lenses, one should actually see them as two sides of the same coin.

The two are mutually re-enforcing.

The rule of law provides the broad value edifice from which the administrative law determines it's value goals. The administrative law, in turn, uses the discretion provided to handle the daily exigencies and bring about a state of "rule of law".

The fact that it is hard to find a country (including Britain) where the two do not

mutually co-exist, is a manifestation of Dacey's inadequate understanding.

**43 Analyse McGregor's Theory X and Theory Y. Do you agree with the view that with every passing year, his message has become more relevant and more important? Substantiate your answer. (2007/300 words)**

Douglas McGregor postulated his theory X and theory Y based on the mental attitudes of managers.

Theory X applies to managers, who are of the opinion that the worker is lazy, does not want to take responsibility and therefore needs to be disciplined and led in a strict fashion via rigid rules and regulations.

On the other hand, Managers belonging to theory Y are of the opinion that man by nature wants to work, take responsibility and grow by himself. Thus a manager's job is to create conditions that are conducive for such growth and provide a supporting and enabling environment that allows the employee to realize their full potential.

According to McGregor, managers affiliated with theory Y are more successful, than their theory X counterparts. Also, he was of the view that moving forwards this trend would only strengthen.

With every passing year, technology advances, more things are getting automated, the complexity and dynamics in the organization is increasing. This in turn

requires more skilled and matured personnel to man such organization.

Chris Argyris mentioned that as the number of matured personnel in an organization increases, the structure of control and its rigidity would need to reduce. Similar were the view of Hersey-Blanchard, who gave a guideline on controlling employees at various stages of their maturity.

Thus, a change in the mindset of the managers to be oriented more towards theory Y is needed for successful organizations.

We can already see such change happening in the IT sector for example. Google, one of the frontier in such change gives 20% of time to its employee to work on the task that they desire, thus giving them the autonomy and freedom to explore their creative side. The organization is flat, and encourages free flow of communication. Rather than making strict rules, it allows for more self control.

This is not to say that managers belonging to theory X would completely lose their relevance. In dealing with immature subordinates, theory X would still work.

However, the growing trend would be to move towards the ambit of theory Y as the number of organization employing immature personnel would slowly but surely decline.

**44 " Weberian model of bureaucracy lacks empirical validity when applied to modern democratic administration." Examine. (2003/200 words)**

1

Weber's model of bureaucracy was born in the social conditions of Germany during 1920s. The period saw the decline of liberalism and rise of authoritarianism. Even though Weber ensured maximum social acceptance of bureaucratic model, many postulates have lost relevance in modern democratic administration. The modern one is characterized by accountability, flexibility, transparency and a welfare-orientation towards the citizens. These are conspicuously absent from Weber's model. For, the changing and dynamic role of administration couldn't be envisaged by Weber living in a relatively stable society. Welfare was not a popular idea then.

At best, his attempt was to create an institution which can't be overtaken by authoritarian forces. In this sense, the model is valid even today. However, administrators wield a lot of discretion today unlike Weber's rigid rule bound model. This can again be attributed to the phenomenal rise in state's functions. Rules are also applied with certain flexibility unlike the prescribed mechanical application in his model. Service delivery through networks accommodating private organisations and frameworks like PPP are in vogue today unlike his conservative model. Therefore, the modern machinery is much more loaded and dynamic which renders many of Weber's conception invalid. However, Weber's intention and his ecology must be kept in mind before testing the empirical validity of his model.

2

The environmental context and the content of public administration have changed

dramatically since the time of Weber. Consequently, many of the attributes postulated by Weber in his ideal construct of bureaucracy do not appear very relevant in present times.

Globalisation and its associated forces have tremendously added to the complexities in the tasks of public administrators. Further, the information technology advances has also made the working environment very dynamic.

Consequently, the organisational structure is undergoing changes and is becoming more flexible. To effectively, address the complexities at ground, the bureaucracy is being increasingly involved in the decision making process. Further, it is also being given greater flexibility in terms of implementation of policies as to better address exigencies and contingencies.

The stakeholders like citizens are also being increasingly involved in the policy formulation and implementation process for more informed decision making and more effective action.

All these developments appear antithetical to the Weberian ideas of hierarchy and a ruled bound value neutral bureaucracy completely divorced from the political process.

However, this does not imply absolutely irrelevance of Weber's theory. Technical competence, training and professionalism are some of the Weberian postulates that still remain relevant. The Weberian idea of efficiency and non-partisan attitude (negative discrimination) are now being increasingly identified with the concept of Good Governance.

**45 Critically examine the models of Max Weber and Chester Barnard with reference to Bureaucratic authority. (2001/200 words)**

Authority holds different and quite contrasting meanings for Weber and Barnard.

While Weber considered bureaucratic authority as one emanating from the virtue of the office and mandatory for the subordinates; Barnard makes it contingent on the subordinate's will.

Weber's view is the classical view of authority invented to ensure maximum social acceptance as different from traditional and charismatic authorities. But, it is important to understand that even Weber viewed the rule and office as wielding authority and not the holders. Therefore, an individual accepts it qua member of the organisation.

However, social acceptance of the model dwindled with socio-economic advancement of the society and growing complexity of organisations and individuals.

In such a case, Barnard's theory strives for maximum social acceptance. However, his concept belittles the superior-subordinate relationship. Besides, it may become difficult to run bureaucracy if the subordinate refuses to comply, as per his conception.

Despite such issues, Barnard's conception catches the essence of authority. For, compliance followed by inaction on orders

is also non-compliance. Therefore, ultimately the subordinate decides the authority. In this sense, his conception is vindicated.

**46 "Simon's work has had major implications for the study of administration and the practice of administration professionalism." Comment. (2006/200 words)**

1

Salient features of Simon's work included the concept of 'Bounded Rationality'; 'fact-value' dichotomy; and seeing organisation as an assemblage of decision-makers. This was an altogether different perspective of public administration departing significantly from an obsession with principles.

His strong support to empiricism generated a new wave in academic circles. The fact-values dichotomy was studied unlike the mechanical concepts of the classical school. The new concept of rational-irrational man totally changes the way academicians looked at the organisational problems, especially personnel. Decision-making models were being developed such as cost-benefit analysis.

However, his work had its own limitations and was more suitable to the largely value-free private organisations. Thus, public administration academic community did not gain much from fact-value dichotomy.

But, for a profession which requires specialization, perhaps nothing could have been more substantial than hard fact based decision-making. It grew as decisions could become more scientific and objective

reducing the space for intuition, experience etc. The 'bounded rationality' concept made administrative decisions look more realistic.

Even then, over-reliance on facts and positivism had little space in public administration. They were more suited to private organizations.

Therefore, while Simon's work generated a new wave of thinking in academic and practitioners circles alike, its implications were limited for Public administration.

2

Simon is credited with bringing decision making to the forefront and making academicians and practitioners realize its importance.

He infused the methodology of logical positivism in administration, came up with the concept of "bounded rationality" and advocated fact-value dichotomy. These provided the academicians with new tools to arrive at better decision making models, and also divorced public administration from the study of mere principles.

He identified policy making as the core of administration, which was further strengthened by Dror's call for a more comprehensive study for the same, given the critical role policies play in shaping the society's future.

Simultaneously, his step-by-step process for decision making (IDC) gave the practitioners the required armory to make objective and efficient decisions. His elaboration of Bernard's theory, by including the opportunity cost, to delineate "zone of acceptance" widened the mental horizon for managers.

The current automation and use of AI in decision making too follows from Simon's call for "programmed decisions".

However, he has been criticized for introducing politics-administration dichotomy via the back door in the form of fact-value dichotomy. His focus on centralization and his view of better decision coming out at the top of hierarchy go against the current trends of decentralized and participative decision making.

Despite the criticism, Simon and his theories continue to be a major influence in taking the discipline forward, and in assisting the practitioners of public administration.

**47 "Bureaucracy can exist only where the whole service of the state is removed from the common political life of the people, its chiefs as well as rank and file. Its motives, its objectives, its policy, its standards must be bureaucratic."- Discuss. (2004/200 words)**

It is said that the infusion of politics into bureaucracy injects values and is said to corrupt the objective, fact & rule based framework of the bureaucracy.

Thus a call is made to separate bureaucracy and politics, and it is assumed that this would allow bureaucracy to work in an efficient manner.

However, this view is not well founded.

Bureaucracy exists as an instrument of the state to further the cause laid out by the govt and implement it's policies. As such, the very origin of bureaucracy is rooted in the politics and aspirations of the society.

But yes, one can argue on the degree of autonomy and independence that a bureaucracy should enjoy. In fact, Weber himself conceded that bureaucracy has an inbuilt tendency to turn from instrumental to institutional, and should be headed by an elected representative to check this.

Further, in a democracy, the people's will runs supreme. And hence, it is impertinent on bureaucracy to respect that will and evolve its goals and standards in accordance with the same.

While true, that in many govts there has been unnecessary interference of politics in even day to day working of bureaucracy, but this should not be made an excuse to call for a complete separation of the two.

Instead, we should better institutionalize the relationship between bureaucracy and politics and frame a set of guidelines that balances autonomy and accountability, and realizes the popular dream within the legal framework.

**48 "Taylor's scientific management ignored social and psychological factors." Comment. (2007/200 words)**

**1**

Taylor had graduated from being a shop floor level worker to a top level manager. Being exposed to various inefficiencies existent at the shop floor level in those times his primary focus was on overcoming them.

In his pursuit of enhancing efficiency, Taylor took a very limited view of the workers. His primary focus was on division of work, its standardisation and building incentives so as to enhance productivity.

The primary reason for such orientation of Taylor can be traced to him being a practitioner. His principles were borne from his practical experiences. However, his practical sense did touch the human psychology marginally through his piece rate and mental revolution concepts. The piece rate system underlines the human tendency to compare the input-output ratio that resembles the equity theory of motivation of Stacy Adams. The mental revolution was also aimed to resolve the psychological antagonism between the employees and the subordinates which manifested itself in the form of zero sum game.

Such cursory treatment of socio-psychological attributes was also the result of the non-appearance of the behavioural sciences at those time. However, it must be noted that despite the passage of more than a century, Taylorism still remains relevant and may be seen through the current emphasis on the efficiency in any discourse of public administration-from NPM to good governance.

**2**

Taylor's S.M.T is undoubtedly a great movement and solved various industrial problems, increased workers efficiency,

productivity and organised labours and managers. But at the same time it is criticized for being a purely mechanistic theory neglecting the social and pshycological impacts on workers and managers .

Taylor assumed worker to be an economic man and propagated the idea of introducing monetary benefit schemes like premium bonus system to increase workers productivity,which was highly criticized by trade unions. They complained taylors theory of destroying trade unionism and collective bargaining.

Taylors method of scientific management sacrificed the workers initiative which resulted in loss of skill variety and also loss in workers freedom to use his personal intelligence.

Oliver shielden ,M.P Follet ,Elton Mayo ,Peter Drucker criticized the Taylors ideas.They charged Taylors theory to be impersonal and dehumanising. The classic “Hawthorne experiments ” and other studies on human relations proved that emotional attitude of worker is more important than structural arrangements of organization in increasing productivity.

Taylors imphasis on minute division of work has serious consequences,workers get depersonalized like a machine part ,relation between worker and executive become of remote type and thus workers real participation is missing.Taylors division work int planning and executive wing is also criticized as that will result in lack of prper coordination and team work.

Despite all limitations Taylors work had a major influence on the growing reform and

economic movements of public administration.

**(Other points that can be included in this answer-**

- A few pointers:
1. A mention of “mental revolution” was a must for this answer.
  2. Taylor’s theory was more oriented towards the shop floor worker, and thus any analysis should keep that in mind.
  3. You should relate this with Maslow’s need hierarchy and explain as to how Taylor is targeting those who are at the bottom of the pyramid.
  4. Adding “rabble hypothesis” )

**49.”The headquarters-field relationship is fraught with complexities. To arrive at a general principle, thus, is nearly impossible. Therefore, this should be more of a practitioner’s domain rather than of academician’s.” Comment. (250 words)**

Carving out any standard model of headquarters-field relationship is not easy given the ambivalent and multifaceted dimensions involved. Any effective model has to be therefore evolved through practice.

Degree of decentralisation, mode of coordination, method of control, intermediate levels are some of the dimensions which makes it difficult to conceptualise general principles to guide field and headquarters relationship. Thus while decentralisation is favoured for developmental agencies to enable them to

functional effectively by suitably addressing the local needs, it will not be useful for agencies delivering uniform services like the military. Similarly, selection of a suitable mode of coordination also becomes difficult in view of the practical issues involved. While a regional coordination mechanism like the French prefecture system or the Indian district collector method may be favoured to integrate services at the field level itself, it may make alienate the field functionaries completely from their headquarters.

Given the various situational variables involved, it becomes difficult to conceptualise all exigencies and hence theorising of general principles become problematic. It is through practice that the most tenable and acceptable relationship evolves. Hence, in a multilayered police administration as in India, while the IG sitting in the headquarters supervises the field operations through the S.P., the S.P. stays in direct touch with the field units bypassing the regular organisation chart.

Fesler's 'humanistic view' may be taken as a guiding principle whereby the various agencies and work should make sense at the point of convergence viz. the citizen.

50. Do you agree with the view that in the wake of increasing role of local bodies, the District Collector be absolved largely of his development functions to focus more on regulatory functions? Justify. (250 words)

With the increasing trend of decentralisation and people empowerment, local self governments are gradually taking

the primary development functions at the local level. This has reduced the role of collector in the developmental functions which he previously held along with other multifarious activities at district level. The increasing autonomy and the deeper political participation making LSG's as power centres at district level and their participation in developmental programmes have increased. The LSG's have better advantage in dealing the local problems and are best handled by them. There is a proposal for keeping collector away from DRDA (some states have already implemented this). The presence of developmental functions along with many other made collector a overburdened officer till 1990s and proper focus was not given to other functions where collector has the responsibility. With the increasing role of local bodies, and the increase in regulatory functions, collector is mostly focused on regulatory and coordinating functions. which includes: He acts as a coordinator and facilitator for local bodies, NGO's and civil society organisations performing the developmental functions. He oversees the implementation of CSS and other functions by the local bodies. He is the chief election officer at district level and oversees the election of local bodies, state assemblies and parliamentary elections in the district. With increased law and order problems, collector is focusing on law and order administration by coordinating with police machinery. Collector acts as supervisor of district treasury. He is responsible for funds distribution to local levels.

Thus, we can say that as the burden in development functions reduced and increased regulatory functions, collector

role has changed largely to regulator and facilitator.

- 51 “The Cabinet Secretary’s is a very general staff function, not a line function in relation to the ministries. His business is to help not to oversee. Comment. ( 300 Words)**

With rise in complexity of governance and advent of several ministries, the role of cabinet secretary has become prominent. His role can be described as following :

**Providing Secretarial assistance to Cabinet** – This includes setting agenda for meetings, communicating different ministries, writing minutes of the meeting and circulating it to all stakeholders, oversee implementation of cabinet decisions by concerned ministries, administers GOI rules of business and transactions etc.

**Coordination** – He acts as the link between different ministries, assists in decision making, resolve conflicts, evolve consensus.

**Advisory Role** – cases involving legislation including issuing of ordinances, negotiations with foreign countries, proposals for setting public committee of enquiry and considering reports of such enquiry.

He does not have any supervisory function over any ministry/department. But he manages the crisis situations. He acts as buffer in cases of clash between ministers and bureaucrats, and advises civil servants. He heads Committee of secretaries on administration and Chief Secretary’s Committee, and Civil Service Boards.

Two new functions – implementing Chemical Weapon’s Convention, and Performance Management have been added to secretariat. His role is prominent.

- 52 With respect to Globalization and its administrative challenges, explain state capacity deficit and its implications. (200 words)**

Globalization implies greater inter linkage between the economies of various nation leading to a freer and open trade.

However, it is alleged that the newly independent states are at present not in a position to handle the various challenges that globalization brings and it is resulting in a form of neo-imperialism with the developed states reaping all the benefits.

For example, the TRIPS agreement is said to lead to a redistribution of wealth from the developing to the developed states.

The unbalanced polity, in certain cases, has prevented the new born states to evolve the necessary regulatory framework, before globalization could come in.

Globalization is also seen as challenging the sovereignty of the state, where at times the bilateral agreement can come in way of certain welfare measures that the govt wants to take.

The lack of state capacity also leads to acceptance of unfavourable good governance agenda, that is alleged as being

a top-down, undemocratic, universalistic and ethno-centric approach.

It is in this regard, that the anti-development thesis proposes the state to look inwards, rather than outwards. They argue that the structural adjustment programs if imposed without a developed an efficient state would perpetuate the misery and dependence of the developing nations.

**53 “Cost-benefit analysis is a very unsatisfactory view of analysing public policy.” Comment.(2010/200 words)**

Cost-benefit analysis in purely financial and monetary terms could lead to parochial viewpoint, given the lofty goals that public policies seek to achieve.

Thus a broad definition of costs and benefits is what fits the bill in case of public policy analysis.

Costs include not just the monetary costs of land, labour and capital; rather they also involve intangible costs like social, cultural and environmental inputs that go into a policy.

Similarly the benefits too need to be benchmarked on several dimensions like equity, efficiency, relevance, building of social and human capital.

For example, PSUs were built with the twin goals of economic upliftment, as well as social purpose. However, during their audit, only the monetary side was considered. This led to not only an impartial analysis of

their goals, but also created confusion regarding their roles and a blurring of vision.

The MoUs that later came in and sought to define the costs and benefits more tangibly helped in bringing the necessary efficiency and direction to their operation.

Thus the benefits of cost-benefit analysis depends to a large extent on how objectively and broadly are we able to identify the various inputs and outcomes that we are looking to achieve from any particular public policy.

**54 There is a separate ministry Central ministry or Department on each subject allocated to State List. Does it mean supremacy of the Union Government or an emphasis on development administration? Analyse. (2007/300 words)**

While the seventh schedule of the constitution enumerates the functions and delineates the responsibilities of the centre and state respectively, the exigencies and complexities of administering a huge and diversified nation has evolved a structure of its own.

The huge dependence of the state on the centre for meeting the financial needs, the proliferation of various centrally sponsored schemes, the conditionality attached with the release of funds etc; have all led to a school of thought emerging that sees the central departments as impinging on the state's administration.

For example, the release of fund in case of

JNNURM is linked to development evaluations done by the centre. Thus, the states complaint of being reduced to a mere implementing agencies with the complete development planning being done at the union level.

However, in order to evolve a holistic vision and draw a well crafted strategy and plan to achieve it, some sort of central planning and coordination is mandatory. In the absence of which, development could turn out to be haphazard, asymmetric and unbalanced. This is what the ministries at the union aim to achieve. For example, CCTNS that seeks to centralize and digitalize the crime administration is a 100% centrally sponsored scheme, even when law & order and policing is a state subject. While decentralization and participative management is needed, at the same time setting some broad standards and equivalent benchmarks too are mandatory. Similarly we have to ensure that the strength of one region complements the weakness of other and vice versa.

In the light of above, we can observe that while there have been some cases of over administration by the union, the challenges of development administration warrant a central agency that could look at the broader picture and see above the local concerns to formulate a more comprehensive and efficient policy. New localism, that seeks to marry the goods of both ( globalization and localization) could prove to be an alternate to the current arrangements and is worth a shot.

**55 The concept of accountability has only widened during the last century. Examine. (150 words)**

**1**

With the evolution of administration from monarchy then to police state the concept of accountability was very limited. In monarchy king had the absolute authority who is not accountable to anyone. In the police state law and order problem alone was the responsibility of the government and hence the concept accountability nerve existed because the state here is authoritarian state and no one had the right to ask question. The dictators of the police state enjoyed absolute authority. Later when the administration evolved to welfare state where the government directly involved in doing welfare activities for the people the concept of accountability started widening. This happened post second world war where many nation became independent and democracy started coming up. Government became accountable to people through Parliamentary proceedings like question hour, no confidence motion and so on. Later post liberalisation globalisation where the world became small village the government of one country is not only accountable to people of their own country they are also becoming accountable to world community. So the concept of accountability is widening only in the last century.

**2**

With the coming up of many independent nations and setting up of new governmental machineries, the leaders have become more responsible and powerful. For the smooth running of a nation, they should be accountable for all their actions too. Parliamentary accountability, through discussions, debates, question hours was a good strategy to ensure all actions are done for the greater good.

With every governmental action being recorded, it has become easier for people to find files to justify a certain action. But, this should be coupled with transparency so that all files are accessible to all people. This has been possible with the implementation of the RTI Act.

The introduction of Citizens' charters has ensured the govt would stick to its objectives and empowered the citizens to ask questions regarding its effectiveness. With the advent of ICT, e-Governance has brought govt closer to the people and has helped gain citizens' opinions in formulating policies too. Social audits are true critics of governmental schemes also.

Thus, with new innovations, accountability has widened its dimensions, thus creating a better society.

### **56 The concept of Civil Service neutrality is outdated and does not augur well for a developing society. Comment.(200 Words)**

**1**

The Weberian concept of neutrality was first applied in England which was a 'consensus' based society with little divergence on fundamentals. With the rise of developing nations and their wide ideological spectrum, the concept has lost its relevance.

In societies with political ideologies existing from extreme left to extreme right, expecting both the minister and the civil servant to share the same ideology would be a fallacy.

Both work towards policy formulation and implementation. Even with the strictest practice of political neutrality, the ideological imprints of the bureaucrat is hard to avoid. It is more often and deeper in developing societies where political class is not mature and 'Unbalanced Politics' may exist.

Besides, even if the bureaucrat avoids ideological biases in policy formulation, its implementation would bear his imprints. He has to decide on a host of issues on a day-to-day basis. No person can be psychologically neutral and therefore neutrality is not possible while disposing daily issues. It is more so while implementing large welfare schemes.

However, the concept of neutrality is important for preventing the bureaucracy from becoming 'politicised'. This is achieved by imbuing the bureaucracy with the constitutional values, which could guide him irrespective of the political party in power.

Therefore, with the peculiar demands of the developing societies, the concept of neutrality has surely become outdated, but not completely irrelevant.

**2**

Civil Service Neutrality (CSN) rests on 3 principles:

- 1) The public's trust that politician and bureaucrat would work for their benefit.
- 2) The politician's belief that her directions would be followed
- 3) A bureaucrat's faith that a political regime change would not question the action done in previous regime.

A developing society is very dynamic and complex. In order to drive it and uplift the socio-economic status of the citizens, cooperation and careful coordination between the political executive and bureaucrat is a sine qua non. For this to happen, CSN is a must.

However, CSN does not mean that a bureaucrat should stop giving free and fair advice. Infact, an informed and comprehensive decision making process warrants that the bureaucrat be involved in policy-politics; while at the same time staying away from party politics.

Also, the bureaucrat's first duty and obligation is towards the constitutional values and CSN should not be used as an excuse to ignore them and follow the political directions blindly.

In the era of unstable politics with varied ideologies and coalition politics, the concept of CSN has taken an even more important avatar and needs to be internalized firmly.

**57 The Systems approach is relevant even today for organizational analysis. Discuss how Barnard and David Easton adopted this approach in their respective areas of study. (CSE 2011/300 Words)**

System approach says that, a system is an entity having atleast two inter-dependent parts and goes through a dynamic interaction with its sub-systems and its external environment. It is similar to an organization that, an organization also has

many sub-systems like HR, Production, Delivery etc., which are inter-dependent and mutually influencing. The organization becomes a complete distinct entity which interacts with its environment and also with its sub-parts. So, systems approach is very much valid for organizational analysis. Barnard, adopting this approach, said that an organization is a system of consciously coordinated personal activities of atleast two persons. He said that it would function through an equilibrium of contributions and satisfaction of the people. He advocated that authority came from bottom up and gave importance to communication and relationship. Therefore, there is an interaction in its sub-systems i.e. people, in this case. David Easton, on the other hand, applied systems approach to political science. He defined it as an authoritative allocation of values for the society. He used it for policy making process. He advocated a five step systemic process – input, conversion, output, feedback and environment. Thus, David Easton introduced systems approach in policy making and political science. Whereas, Barnard used it to define an organization and its working. Therefore, Systems approach is relevant even today in analyzing many fields of study and thus can be applied in many cases.

**58 The administrator needs autonomy and discretion in much the same way as the politician needs control and intervention. Discuss. (2004/ 200 words)**

The relationship between the political executive and bureaucrat has been a complicated one.

The bureaucrats see the political executives as amateurs not able to understand the technicalities of administration. There interference is seen as unnecessary and impinging on the autonomy of bureaucracy.

The politician on the other hand feel that the bureaucrat do not understand the needs of the societies and are more techno-centric rather than citizen-centric. They expect the bureaucracy to be “committed” and toe the line without any resistance.

This friction at times results in excessive interference by the politician in even day to day matters, use of transfers to “discipline” the bureaucrats, and in some cases a very unhealthy nexus between the politician and bureaucrat where they engage in a patron-client sort of quid pro quo relationship.

This, obviously, ain't a very healthy trend. The politician via the people's mandate represent the aspiration of the society and bring in the dominant values to the policy building platform. The bureaucrat on the other hand are supposed to complement this via their technical expertise and crystalize the values into empirical realities through an efficient and effective framing and execution of policies.

The two need to work as a team, and respect each other's autonomy and discretion.

The need, as mentioned in the 2nd ARC, is to frame a model code of conduct that governs the relationship between the two most important structures of the administration. The recent ruling of SC also points in the same direction.

### **59 How is the performance of the Indian government evaluated? Do you think**

**these tools have proved their utility? (250 words)**

Evaluation of the Indian govt can be studied from two perspectives. One that is done by external and internal agencies like Planning commission, IMF, World Bank, WTO, the credit rating agencies etc (macro evaluation). And second, that is done by the Indian citizens via the process of elections every 5 years (micro evaluation).

The macro evaluation is based on indexes like the Human development index, the multi dimensional poverty index, the gender inequality index, the sovereign rating of the govt, the ease of doing business etc. These tools benchmarks the performance of the country and help the international&domestic agencies and investors in deciding their strategies. The strategy could be towards framing a policy aimed towards giving aid, or could be used to decide the investment model. The objectivity of this evaluation helps in putting things in proper perspective and paints a reasonably realistic picture of the performance of the govt on the growth and the development front.

The micro evaluation on the other hand has a more “emotional” aspect to it. It is done via a code that is multi dimensional and involves primordial identities, the perception of development, the ecology etc. This evaluation is very particularistic and to some extent “illogical” (in Bernard's terminology).

However, this evaluation is the one that is more effective. It puts pressure on the govt as it is the one that decides its fate. Thus at times, the evaluating criteria leads to policies that are more popular than rational. The role of identity in the evaluating

framework, frequently blurs the focus on issues in the government's functioning with its tilt being more towards "sentiment" than "development". Hence, this evaluation criteria hasn't been able to achieve the utility (i.e good governance) that it aims for.

**60 'Man's motives ... in different subparts of the same organization may be different' [Edgar Schein]. Discuss. (CSE 2012/150 words)**

**1**

The statement points out the heterogenous nature of any organization and thereby hinting at the diverse motivations which drive the organization.

Despite such diverse motivations, the organization is sustained through induced cooperation thorough 'Hygiene' and "motivation' factors as rightly articulated by Herzberg.

Moreover, evidence reveals that the lower hierarchy of the organization is essentially reflected through the Theory X of McGregor, while the upper hierarchy by Theory Y. Also, the ones at the lower rungs are in the lower tiers of the 'need hierarchy' of Maslow. Therefore, they would need better salary, security etc. for driving their cooperation. On the contrary, the higher echelons would need self-respect and self-actualization. The organization may or may not be able to provide it.

This reveals the limitations of an organization and also of the proposition which says that organizational motives can be integrated with individual motives.

**2**

A healthy organization needs a motivated workforce. And in order to motivate, it is very important to know a man's motive (as has been expounded in the valence theory of motivation).

Thus a universalistic policy to motivate employees would not work. As Bernard mentioned, managers need to be amateur psychologists to understand the need and aspiration of workers.

For eg:- a person working in the R&D department would have different aptitude and aspirations from the one working in the sales & marketing division.

Thus the motivation policy or the general and specific inducement that are provisioned for them too need to be according to their motives.

Similarly a man's motives would also change with maturity and thus the way to handle and manage them would have to be modulated, as was postulated by Hersey-Blanchard.

Thus, while there might be certain shared motivators that could provide a common base; the actual plan would have to be attuned to the different sub parts of the organization.

**61 Leadership is the 'influential increment over and above mechanical compliance with the routine directives of the organization' [Katz and Kahn]. Analyze. (150 words)**

**1**

A leader is supposed to give a holistic vision for the organization and communicate this effectively to the team, so that they can internalize it and are motivated to aim for the goal. The basic job of leader is to the zone of influence of the worker and align them with the organizational's goal.

Thus, while a manager's job is tactical to formulate the path that allows the organization to reach its goal and devise the day to day operation and tasks for the employee; the leader goes a step ahead and aims to infuse the necessary spirit of esprit-de-corps to pump up the morale and give a sense of ownership and accomplishment to the worker even in their regular routine job.

It has been shown that productivity is a function of both tools and techniques (i.e the formal structure) and Morale & motivation (i.e the informal part) of a worker. A leader, basically focuses on the socio-psychological aspect of the workers by weaving for them a realistic dream and showing them a vision.

Thus, a leader's contribution is an increment over the manager's work and together it can yield an efficient and motivated team.

2

With advancements in socio-economic life in the past century and amid growing organizational complexity, mere mechanical ordering does not ensure effective compliance. This is ensured by sound leadership.

As the functional theory of leadership puts it, leadership has to balance task needs along with the team and individual needs. For, organization is manned by individuals

who have a separate existence of their own. By sticking to individual needs, a leader sparks a desire to work and achieves meaningful cooperation. This dimensions of cooperation was unravelled by thinkers like Barnard, Follett etc of post-scientific management era.

Such cooperation to secure compliance can only be achieved if the orders carry legitimacy with them. With the backing of a good leader, a 'charismatic' authority is added to the order even as it carries 'Formal' authority.

Therefore, this charisma with the formal authority which derives from the partly irrational nature of man, is the influential increment to the order.

**62 In the era of neo-liberalism there is an emphasis on a strong state and a vibrant market. Ironically this phenomena which is contemporary could be dealt by a classical theorist such as Gullick's view on the nature of the state and the role of the administration. Discuss (250 words)**

Neoliberalism refers to economic reform policies such as "eliminating price controls, deregulating capital markets and lowering trade barriers", and reducing state influence on the economy especially by privatization. Proponents of Neoliberalism consider this as panacea of all problems of inefficiency, lack of competence, corruption that prevails among the public sector.

However neoliberalism has its own problem, specially for developing countries

where lack of technological advancement compared to developed countries and their powerful MNCs, moving them toward neocolonialism.

This can only be tackled by a strong state with effective regulatory policies, wider participation in decision making which help in safeguard local interest.

Gulick in his recent writings emphasizes the need for a new approach to the fundamental organization of the state, introducing greater decentralization in place of present centralized, hierarchical, military structure. The main function of the state should be human welfare, survival and improvement to meet the challenges of every changing environment. But unfortunately, the structure of the modern state is specifically designed for war. As a result, the structure of the modern state is distinctly military. It is authoritative, with all authority, concentrated at the top, and all the work, but not the authority, assigned to subordinates.

This need to be changed. Formation of SEBI, TRAI, NGT are in same direction.

**63 How can the behavioural school of thought be made instrumental in achieving 'Good Governance' in India? (250 words)**

The behavioural theory emphasises on man in relation to organizations. It focuses mainly on the human behaviour like motivation, leadership, moral etc. in the organization.

The behavioural school of thought can be made instrumental in achieving "good governance" in India. The problem of

Indian bureaucracy like low level of morale & motivation can be solved with the behavioural thought. The job enrichment, the involvement of employee in the performance appraisal, the involvement in job design will boost the employee morale and motivation. Similarly reward for good performance will also do positive. The recommendation of 2nd arc for increasing motivation like job enrichment, conducive work environment, the constitution of a national award and the selection for foreign assignment are on this line. The introduction of PRP via 6th pay commission recommendation is also important. Similarly the leadership development using behavioural thought and positioning right people at right place will go a long way in achieving GG in India. The domain allotment and leadership development in mid and higher management are part of this. Involvement of people in decision making is also important in GG. The hierarchy ridden Indian administration is not conducive to the "Good Governance" the organic and flatter structure, more frequent communication both within and outside organisation will led to the better administration.

In nutshell it can be said that till now the reforms have been concentrated more on structural and process reform so cannot led to desired result. When it will focus on the behavioural change then only the reform will be successful and good governance will be achieved.

**64 Give reasons for the failure of the GoI to introduce the performance programme budgetary technique in Union Ministries. What type of budgetary system is being currently**

### practised in India and why?(CSE 2000/300 words)

#### (Pointers to the above question –

There is nothing too technical in performance budgeting. It is PPBS which becomes complex and technical enough not to be handled by bureaucrats.

Performance budgeting does not involve measuring performance of the financial outlays at the budget formulation stage. It is only about formulating the budget on a functional basis. However, performance is measured informally by the administrative agencies, ministries, legislature, people etc. It becomes evident often only in the long run. This is why there are problems in measuring the performance of a government programme in the budget.

The system was introduced and it even worked for a while. But, the fact that budget can not be separated solely on a functional basis became problematic. Besides, there were numerous problems faced by the legislature in holding the executive accountable, as it was a departure from the 'simple-to-verify' traditional budgeting systems. This was compounded by the routine nature of the budget formulation and presentation; and unwillingness on the part of the legislature to hold the executive accountable.

Finally, you have mentioned the budgetary processes currently followed in India, not the budgetary system. It is outcome budgeting system that is currently followed. It is basically a makeover of the performance budgeting system. Here, the socio-economic outcome of a budget is evaluated instead of measuring the outlays as compared to the input(money).

#### 65 "Legislative control over finances are inadequate and incomplete." Comment. (CSE 2003/200 words)

The Legislative oversight over the executive is the fundamental to any Parliamentary Democracy . Thus, making Executive accountable to Parliament. The Constitution provides various institutional mechanisms :

> Budget Session: Annual Financial statement is brought out by the executive. The Departmental standing committee scrutinises the demands for grants and places the report before the House of People. The debate over the Budget session is an important tool. Question hour, Moving motions – adjournment motion, cut motions- policy cut, economy cut and token cut., The Consolidation fund needs to be voted prior in order to incur expenditure for it.

> Post expenditure: CAG is considered as more important than judiciary by Dr.B.R.Ambedkar. CAG is an independent body acts as a link by auditing the expenditures of the GoI and placing the findings before the house. The house need to to debate the issue and report to the President on the steps taken.

JPC, PAC , Estimates committee all go through. These committees contain members of political parties , however, their discussions take place in closed doors.

Legislative oversight ensures the accountability of the executive to highest institution of the land.

> however, increasing disruption, walkouts by various political parties have reduced the amount of time spent on debating. Budget 2013, RS passed the budget with proper Questioning.

**66 while the classical theorist of administration consider organisation as a set of individual a humanist such as Bernard that organisation is a set of activity. Elaborate. (250 words)**

Classical theorists like Taylor, Fayol etc, saw the organization as a set of people who can be manipulated to get extra efficiency. With scientific management, time and motion studies etc, Taylor gave a scientific way to do a particular job even though it was repetitive and increases fatigue. This would increase profit for the company and the workers can also get an increased pay. All the theories like hierarchy, span of control, esprit-de-corps, scientific training to workers, unity of command etc. deal with people. They advocated that the individuals are the building blocks of an organization, thus objectifying them without caring for their feelings.

Whereas Humanists like Barnard, Simon etc. said that the organization is a set of activities. It involves informal behaviour, decision making, motivation, supervision, coordination, effective communication, cooperation, authority, responsibility and various other activities amongst various people. They emphasized more on the

activities done by the people than the people themselves. They gave importance to their humane feelings, thoughts and beliefs and strived to increase their motivation levels.

Thus, while the classical theorists saw individuals for their physical competence in an organization the humanists saw their actions and activities as the basis of organizations.

**Following questions were not answered-**

67 Development administration focused on development activities also needs administrative development. Elaborate. (300 Words)

68 Define the term civil society.? How does civil society influence public policy? (300 Words)

69 "There is little difference in Maslow's and Herzberg's theories except that the latter is derived empirically." Examine.(150 words)

70 The line between Administrative adjudication and judicial process is becoming increasingly blurred. Why? (300 words) – not answered