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Topic-wise Solution of Previous Papers

# **PUBLIC ADMINISTRATION**

**IAS Mains Q & A**  
for Civil Services Examination

**USEFUL FOR UNION AND STATE PUBLIC SERVICE COMMISSION EXAMINATIONS**



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## ABOUT THIS BOOK

**Public Administration** – IAS Mains Q & A - revised and updated edition (2022) covers topic-wise solution to previous years' papers as per the latest syllabus.

**Importance of Public Administration as an Optional:** The subject basically gives an idea about government mechanism. All future administrators must have this knowledge. The subject has a well-defined syllabus and is generally regarded as easy and simple to understand. The questions are generally straightforward. There is a lot of overlap with the general studies papers – about 60%. Studying this subject will help you in saving your valuable time as well as in your essay paper and interview preparation. Further, the students of Political Science have got an extra edge in this subject as the Public Administration is the offspring of Political Science.

**Answer writing in this Book:** We have put forth answers to each question as per the demand of the question. A descriptive approach has been adopted while writing these answers to arm you with relevant knowledge related to all aspects of a particular topic. In most of the answers, we have provided additional information, not necessarily adhering to the prescribed word limit while answering the questions covering all dimensions. This will enrich your knowledge on that topic, enabling you to write better answers in future.

**How to use this book:** This book will assist you in your answer writing practice in two ways - use this book as a source of reference for the topics and write answers in your own unique way or alternatively, you may write previous years' answers and compare them with the standard answers provided in this book.

Optional subject has become the deciding factor in getting an interview call. Though UPSC has introduced four GS papers to give a level playing field to all, the dynamic and unpredictable questions of GS papers defeated the purpose and made Optional paper the magic wand. The toppers' optional marks also tell it loudly that optional subject plays a defining role in determining the selection of the candidates.

So, overall this book is an ideal companion for you going to appear the Mains examination. To help the aspirants to get acclaimed with the pattern and trend of the exam, this book is a valuable gift to our readers.

—Editor

## SYLLABUS: PAPER – I

### Administrative Theory

#### Introduction

- ♦ Meaning, Scope and Significance of Public Administration; Wilson's Vision of Public Administration; Evolution of the Discipline and its Present Status; New Public Administration; Public Choice Approach; Challenges of Liberalization, Privatisation, Globalisation; Good Governance; Concept and Application; New Public Management.

#### Administrative Thought

- ♦ Scientific Management and Scientific Management movement; Classical Theory; Weber's Bureaucratic Model – its Critique and Post-Weberian Developments; Dynamic Administration (Mary Parker Follett); Human Relations School (Elton Mayo and others); Functions of the Executive (C.I. Barnard); Simon's Decision-Making Theory; Participative Management (R. Likert, C. Argyris, D. McGregor).

#### Administrative Behaviour

- ♦ Process and Techniques of Decision-Making; Communication; Morale; Motivation Theories – Content, Process and Contemporary; Theories of Leadership; Traditional and Modern.

#### Organisations

- ♦ Theories – Systems, Contingency; Structure and Forms; Ministries and Departments, Corporations, Companies, Boards and Commissions; Ad hoc and Advisory Bodies; Headquarters and Field Relationships; Regulatory Authorities, Public-Private Partnerships.

#### Accountability and Control

- ♦ Concepts of Accountability and Control; Legislative, Executive and Judicial control over Administration; Citizen and Administration; Role of Media, Interest Groups, Voluntary Organizations; Civil Society; Citizen's Charters; Right to Information; Social Audit.

#### Administrative Law

- ♦ Meaning, Scope and Significance; Dicey on Administrative Law; Delegated Legislation; Administrative Tribunals.

#### Comparative Public Administration

- ♦ Historical and Sociological Factors affecting Administrative Systems; Administration and Politics in Different Countries; Current Status of Comparative Public Administration; Ecology and Administration; Riggsian Models and their Critique.

#### Development Dynamics

- ♦ Concept of Development; Changing Profile of Development administration; Anti-Development Thesis; Bureaucracy and Development; Strong State versus the Market Debate; Impact of Liberalisation on Administration in Developing Countries; Women and Development – the Self-help Group Movement.

### **Personnel Administration**

- ♦ Importance of Human Resource Development; Recruitment, Training, Career Advancement, Position Classification, Discipline, Performance Appraisal, Promotion, Pay and Service Conditions; Employer-Employee Relations, Grievance Redressal Mechanism; Code of Conduct; Administrative Ethics.

### **Public Policy**

- ♦ Models of Policy-Making and their Critique; Processes of Conceptualisation, Planning, Implementation, Monitoring, Evaluation and Review and their Limitations; State Theories and Public Policy Formulation.

### **Techniques of Administrative Improvement**

- ♦ Organisation and Methods, Work Study and Work Management; E-governance and Information Technology; Management Aid Tools like Network Analysis, MIS, PERT, CPM.

### **Financial Administration**

- ♦ Monetary and Fiscal Policies; Public Borrowings and Public Debt Budgets – Types and Forms; Budgetary Process; Financial Accountability; Accounts and Audit.

### **Miscellaneous**

## **SYLLABUS: PAPER – II**

### **Indian Administration**

#### **Evolution of Indian Administration**

- ♦ Kautilya's Arthashastra; Mughal Administration; Legacy of British Rule in Politics and Administration – Indianization of Public Services, Revenue Administration, District Administration, Local Self-government.

#### **Philosophical and Constitutional Framework of Government**

- ♦ Salient Features and Value Premises; Constitutionalism; Political Culture; Bureaucracy and Democracy; Bureaucracy and Development.

#### **Public Sector Undertakings**

- ♦ Public Sector in Modern India; Forms of Public Sector Undertakings; Problems of Autonomy, Accountability and Control; Impact of Liberalization and Privatization.

#### **Union Government and Administration**

- ♦ Executive, Parliament, Judiciary – Structure, Functions, Work Processes; Recent Trends; Intragovernmental Relations; Cabinet Secretariat; Prime Minister's Office; Central Secretariat; Ministries and Departments; Boards; Commissions; Attached Offices; Field Organizations.

#### **Plans and Priorities**

- ♦ Machinery of Planning; Role, Composition and Functions of the Planning Commission and the National Development Council; 'Indicative' Planning; Process of Plan Formulation at Union and State Levels; Constitutional Amendments (1992) and Decentralized Planning for Economic Development and Social Justice.

## State Government and Administration

- ♦ Union-State Administrative, Legislative and Financial Relations; Role of the Finance Commission; Governor; Chief Minister; Council of Ministers; Chief Secretary; State Secretariat; Directorates.

## District Administration Since Independence

- ♦ Changing Role of the Collector; Union-State-Local Relations; Imperatives of Development Management and Law and Order Administration; District Administration and Democratic Decentralization.

## Civil Services

- ♦ Constitutional Position; Structure, Recruitment, Training and Capacity-Building; Good Governance Initiatives; Code of Conduct and Discipline; Staff Associations; Political Rights; Grievance Redressal Mechanism; Civil Service Neutrality; Civil Service Activism.

## Financial Management

- ♦ Budget as a Political Instrument; Parliamentary Control of Public Expenditure; Role of Finance Ministry in Monetary and Fiscal Area; Accounting Techniques; Audit; Role of Controller General of Accounts and Comptroller and Auditor General of India.

## Administrative Reforms Since Independence

- ♦ Major Concerns; Important Committees and Commissions; Reforms in Financial Management and Human Resource Development; Problems of Implementation.

## Rural Development

- ♦ Institutions and Agencies since Independence; Rural Development Programmes; Foci and Strategies; Decentralisation and Panchayati Raj; 73rd Constitutional Amendment.

## Urban Local Government

- ♦ Municipal Governance; Main Features, Structures, finance and Problem Areas; 74th Constitutional Amendment; Global-Local Debate; New Localism; Development Dynamics, Politics and Administration with Special Reference to City Management.

## Law and Order Administration

- ♦ British Legacy; National Police Commission; Investigative Agencies; Role of Central and State Agencies including Paramilitary Forces in Maintenance of Law and Order and Countering Insurgency and Terrorism; Criminalisation of Politics and Administration; Police-Public Relations; Reforms in Police.

## Significant Issues in Indian Administration

- ♦ Values in Public Service; Regulatory Commissions; National Human Rights Commission; Problems of Administration in Coalition Regimes; Citizen-Administration Interface; Corruption and Administration; Disaster Management.

## Miscellaneous





## CIVIL SERVICES (MAINS) PAPER-I

# PUBLIC ADMINISTRATION

### Administrative Theory

#### Introduction

**Q. "Governance is about managing self-organising networks." Elaborate (CSE 2021)**

**Ans:** Government refers to an institution and governance is the machinery through which government operates and executes policies and programmes. Thus, the machinery is so designed that it ensures accountability, transparency, Rule of law, stability, inclusivity and broad-based participation.

With evolving society and growing population, apart from socio-economic growth and innovation, diverse set of challenges are also arising which at times pose difficulties to the government. Thus, due to its limitations, various network of organisation from private players to civil societies, Pressure Groups, SHGs, NGOs and other multilateral institutions like the World Bank and IMF have stepped in to complement the governance machinery.

These organisations have been able to assist and co-share the governance space walking in parallel with the government. These network of organisations have been able to help in -

- ♦ Policy formulation
- ♦ Democratic decentralisation
- ♦ Greater inclusivity
- ♦ Reducing horizontal and vertical inequity
- ♦ Ensuring transparency and accountability
- ♦ Protecting interest of minorities and various ethnic groups
- ♦ Faster and qualitative service delivery which are cost effective and efficient

However, besides co-sharing the governance space, these network of organisations need to be well managed in order to ensure smooth functioning and rule-based order so they are managed by rules, laws and regulations.

- ♦ Companies Act, 2013 mandates "Corporate Social Responsibility" for social welfare and ensures "gender equity" in corporate governance board.
- ♦ Environment laws ensure "Polluter pays" principle for economic and sustainable development.

- ♦ NGOs and civil societies besides being ensured democratic rights are being checked through laws like FEMA and FERA Act in order to check funding norms.
- ♦ Multilateral institutions' activities are so governed that sovereignty of country is well intact.

Thus, in contemporary times, the day-to-day governance is carried out by not only government institutions but also by growing network of organisations which are global in nature ensuring basic tenets of governance is carried out in "soul and practices". So, in order to ensure balanced governance practices, these networks are managed through suitable laws and regulations keeping the democratic pillars well intact.

**Q. Public administration has been viewed as a socially embedded process of collective relationship, dialogue and action. Examine the statement in light of the consensus achieved in the third Minnowbrook Conference. (CSE 2021)**

**Ans:** Public administration as a discipline during mid-20th century was in process of defining its individual identity and function and, was oscillating between opinions and theories to carve its niche, which during that period was accepted as study of "government in action". However, the situation during 1960's in USA turned chaotic, citizen started having resentment against government, but public administration which was perceived to study government in action seemed to be mere spectator rather than solving the problem, so it was in this backdrop that Minnowbrook (MB) Conference took place where top scholars of public administration met, emphasising on "redefining public administration in its action and approach" so that discipline stays relevant and come up with solutions for prevailing issues.

The first Minnowbrook (MB1) Conference took place in 1968 and henceforth after every twenty years the scholars across discipline meet to discuss on status and role of public administration, post- first Minnowbrook Conference, second (MB2) and third Conference (MB3) took place in 1988 and 2008 respectively.

The Minnowbrook Conference (MB-1 and MB-2) took place with issue of American public administration in focus with scholars limited to certain disciplines and geographical limitations. However, the third Conference (MB-3) took place in 2008, with scholars of public administration across the world. The conference was held under chairmanship of Rosemary O'Leary at Syracuse University. The conference was held in two phases:

- ♦ **Phase I (3rd -5th Sept 2008):** Young and emerging scholars met and gave five page critique of public administration of which 56 proposals were accepted containing ideas like value, ethics, information technology, leadership management and issues of globalisation.
- ♦ **Phase-II (6th-7th Sept 2008):** During this phase it was emphasised that prevailing problems like poverty, illiteracy, health, sanitation, environmental and many others concerns are problems of all and every section of society. Until now government had been the lead protagonist in tackling these issues and providing most of the services but it has its own limitations and was seen as it will never be fully equipped to meet all these challenges alone.

Thus, a discussion was held keeping in focus issues of present as well as future, that modern public administration needs redefinition and to address these prevailing problems requires a "collective orientation" that is inclusive having government as well as other sections of society be it private sector, NGOs, civil societies as well as informed citizenry, and engaging them in day to day governance, taking local inputs in policy making can bridge the governance gap and make administration effective. It emphasised on an approach for modern public administration that should be "cross cultural", "cross-functional" and "cross-structural" rather than just be American-centric - justifying the need to extend the frontier of comparative public administration and recognising that methodologies and technologies used should be pluralistic in order to meet the demand of the time where in today's globalised world issues are issues of all. So a constant dialogue is of utmost necessity to "building consensus" and solving them through delegating "decentralised as well as "collective leadership" role across the society. Public administration today requires a "collaborative approach" having interaction and generating opinion which would make it creative and promote "greater participation" with "problem solving attitude" and thus assist the government in strengthening the supporting pillars of governance. In totality, the modern concept of good governance was somewhat implicit in the discussion.

Hence, as a conclusion of this discussion in Minnowbrook-3, the scholars of public administration built a consensus in defining the discipline as "Public administration is a socially embedded process of collective relationships, dialogues and actions".

### Administrative Thought

**Q. "Two-dimensional taxonomy was used by Herbert Simon to describe the degree to which decisions are programmed or non-programmed." Explain (CSE 2021)**

**Ans:** Herbert Simon is seen as behavioural as well as humanistic theorist. He introduced "fresh blood and flesh" to skeleton of classical theory of organisation, where classical theorists dealt with static view of organisation, Simon brought dynamic view to that aspect. He propounded his theory, contesting the "Principles of Administration" given by classical theorists. He was of the view that administration is nothing but an "activity of decision making".

Thus, according to him, decision making is not 'one shot' activity rather a series of activities taken together. Decision making encompasses following activities:

- ♦ Intelligence
- ♦ Design
- ♦ Choice
- ♦ Implementation
- ♦ Feedback

Simon distinguished his "decision-making" theory across two different continuum based on their nature, recurrence, methods of solving and probability of outcome as

- (a) Programmed decisions, and
- (b) Non-Programmed decision.

Taxonomical Comparison Bases	Programmed Decision	Non-programmed Decision
Nature of Problem	Structured/ routine/Well-defined	Unstructured/ Ill defined
Recurrence of Problem	Repetitive	Non-repetitive
Method of Solving	Policies/ Standards/Rules	Managerial initiatives
Judgement	Objective	Subjective
Probability of Outcome	Some degree of certainty is involved	Uncertain
Level of Management	Middle/Lower-level	Top-level

# **PUBLIC ADMINISTRATION**

## **Indian Administration**

### **Evolution of Indian Administration**

- Q. Kautilya envisages protection, welfare and prosperity of the State and its people as the utmost concern of a ruler. In this context, discuss the significance of Kautilya's emphasis on governing, accountability and justice in contemporary India. (CSE 2021)**

**Ans:** Kautilya was an Indian teacher, philosopher, economist, jurist and a royal advisor. He is also identified as "Chanakya" or "Vishnu Gupta". His political treatise 'Arthashastra' is authored in the backdrop of Mauryan administration, prescribing the roles and duties of the king, the ideology and framework that state should adopt. Arthashastra is multi-faceted in its perspective and deals with a variety of subjects even outside the governance.

Kautilya's prescription and ideologies were practical and foresighted for state administration thus it not only held relevance in the past but also has its utilities in modern day governance. Kautilya not only prescribed the rights and duties of king but also prescribed limitations of the king, in present day it can be witnessed in the powers and functions of organs of state enumerated in the Constitution as well as provisions of limitations defined as constitutionalism.

Kautilya emphasised on the concept of "yogkshema" i.e. a welfare state, the king was guided by it, in present day too, the Directive Principles enumerated in the Indian Constitution forms the guiding instrument for the government for achievement of a welfare state. Kautilya was of the view "in the happiness of people lies the happiness of the king" same can be construed in modern day governance, where the government is obliged by the Constitution to serve for welfare and happiness of people. Kautilya discussed, during disasters and calamities king should have paternalistic relation with its people as contemporary disaster management rules mandate for relief, support and finance from the government. The king, according to Chanakya, has no restraint but he is made accountable and answerable through codes like "Dharmaniyam"; his

training and education imbibed in him moral conduct as well as respect for Rajpurohit, similarly in present times accountability is enforced through laws, rules and regulations, civil services conduct and rules imposes moral obligation on officials to practice self-restraint.

Kautilya referred "the ultimate source of all law is Dharma" because the king is the guardian of right conduct of this world, with four varna and four ashrams he can enact and promulgate laws when all traditional code of conduct perish, similarly in modern day governance the idea of justice and law prevails from the Constitution at times of uncertainty, provision of emergency is too invoked. Kautilya's emphasis on codification of laws finds its presence in form of today's Code of Criminal Procedure and civil procedure code. Kautilya emphasised on zero tolerance towards corruption, advocating for ethical and moral conduct of people which is similarly echoed today through 2nd Second Administrative Reforms Commission that emphasises upon need to practice ethics and morality while performing public duties.

Kautilya's vision had always been far ahead of time although his ideas and thoughts were rooted in the then administrative setup, yet it was so engraved with scientism and practicality that even in contemporary times his ideas about state administration and practices fits like a jigsaw puzzle in well-defined game of governance.

### **Philosophical and Constitutional Framework of Government**

- Q. The Preamble to the Constitution of India provides a foundational framework of ideals and values for the Indian administration. Discuss (CSE 2021)**

**Ans:** Preamble is defined as preface to the Indian Constitution which embodies with itself the basic philosophy and foundational values which is political, moral, and religious in nature. It contains the grand noble vision of the Constituent Assembly which reflects the dreams and aspirations of the founding fathers of

the Constitution. According to K.M. Munshi, a member of the drafting committee, Preamble is the "horoscope of our sovereign democratic republic" whereas N.A. Palkhivala defined Preamble as "Identity Card of the Constitution". The Preamble is a summarised preface which defines the source of authority along with nature and objective that forms the foundational framework for the Indian administration.

The Preamble of Indian Constitution reads as "We the people of India" which signifies that ultimate authority lies with the people of India. Thus, Indian administration, while functioning must endow this feeling that they borrow their legitimacy from people of India and they should function in best interest of people. The Preamble further defines the nature of Constitution as sovereign, socialist, secular, democratic and republic. These principles serve as moral and ethical guidelines for Indian administration and define a broad picture in concise form.

- ♦ The word 'sovereign' defines India as independent state and is free to conduct its own affairs thus Indian administration should work such that sovereignty of the nation stays intact.
- ♦ Further "socialist, secular, democratic" defines that Indian administration needs to be welfare oriented, the Indian concept of socialism is democratic socialism thus Indian administration needs to ensure that both public and private can coexist and work to end poverty, ignorance, disease and provide equality of opportunity to all.
- ♦ The idea of secularism embodies a positive concept of secularism in India and so Indian administration should give same status and support to all religion and further they should ensure that the idea of right to religion is fully guaranteed.
- ♦ The word democracy ensures that administration should uphold not only political but also social and economic democracy of the people at large and guarantees a way of life which is based on the principles of liberty, equality and fraternity i.e. democracy is "of the people, by the people and for the people".

Further, the Preamble carries the reflection of objectives of Indian Constitution, which serves as a roadmap for Indian administration and ensures that administration should have clarity regarding the basic objectives of what is to be achieved and how it is to be achieved.

- ♦ The preamble speaks for justice for the people i.e. social, economic, and political in nature. Thus, administration needs to ensure there is no social distinction based on caste, colour, sex, religion and so on. Further, economic justice ensures that administration should not discriminate based on

wealth and property and should ensure political rights to all.

- ♦ The successful grooming and development of nation depends on the liberty which is provided to its citizen. Indian administration thus should ensure that absence of restraint on individuals and at the same time provide opportunities for development.
- ♦ The Preamble mentions equality of status and opportunity and to promote among them all "fraternity" assuring dignity of individual and integrity of the nation is well preserved. Thus, Indian administration needs to ensure that individuals are given adequate opportunities as Article 15 and Article 16 of the Constitution mandates and ensure that there is harmony, peace and sense of brotherhood maintained among all citizens and in society.

Hence it can be summed up that Preamble of the Indian Constitution in its basic preface contains broad picture of the Constitution which serve as foundational framework of ideals and values for the Indian administration.

**Q. Examine the extent to which the idea of Constitutionalism as "government by limited powers" has been a functional reality in India.**

**(CSE 2021)**

**Ans:** Constitutionalism is defined as a doctrine that governs the legitimacy of the government in action and it implies something more important than the concept of legality. It is a mechanism that provides legitimacy to a democratic government and is considered even far more important than having Constitution. The concept of constitutionalism has been recognised by the Supreme Court of India in "Rameshwar Prasad vs. Union of India". Constitutionalism or Constitution system of government abhors absolutism; it is premised on the rule of law on which subjective satisfaction is substituted by objectivity provided by the Constitution itself. In I.R. Coelho vs. state of Tamil Nadu case, the Supreme Court held that constitutionalism is a legal principle that requires control over exercise of government powers to ensure that the democratic principles in which the government is formed shall not be destroyed.

The idea of constitutionalism hasn't just been in the rule book rather made a functional reality by certain provision:

- **Separation of Power:** Constitution mandates separation of powers between three arms of the state i.e. legislative, executive and judiciary. Their roles, functions and powers have clearly been defined on the basis of "doctrine of checks and balances". The role of legislature is to frame laws,



## INTRODUCTION

**Q. "The scope of the discipline of Public Administration is determined by what an administrative system does." Does it mean that the scope of this discipline is boundaryless? Explain. (CSE, 2018)**

**Ans.** Woodrow Wilson's essay- The study of administration, is normally thought to be the beginning of the study of the field in a systematic approach. He delineated the scope of the field to cover the study of government's executive branch on the lines of the study of management and by following scientific principles. Since then, the major viewpoints, when it comes to the scope of PA have been:

- **Integral View:** sum total of all activities to achieve the common purpose. Thus, it includes the manager, the errand boy, housekeeping, etc. all those who help run the organisation.
- **Managerial View:** It includes only the superior and supervisory functions within management. In other words it includes the top management only.
- **Wider View:** It includes all the three branches of government.
- **Narrow View:** Includes only the executive branch.

The current trend has been towards Wider and Integral View thereby making it very difficult to define the boundaries of PA in the current context.

**Other ways to approach the question:** The paradigms by Nicolas Henry can be used to show how the scope of PA has been expanding gradually to include fields of study such as:

- **Economy:** Public Choice, Budgeting, Monetary policy, Fiscal policy, etc.
- **Psychology:** Organisation behaviour, leadership, motivation, etc.
- **Law:** Administrative law, delegated legislation, etc.
- **Political Science:** Theory of State, State minimalism, Neo- liberalism, etc.
- **Management:** Classical management, NPM, etc.
- **Sociology:** As reflected in Riggs' work being inspired by Talcott Parsons and on the effect of social structures on administration.

Thus, the scope of PA is ever expanding to keep up with the academic and practical realities of administration.

**Q. "New Public Service approach is an improvement over its predecessor, New Public Management." Discuss. (CSE, 2018)**

**Ans.** The new public service approach was propounded by Robert B Denhardt as a replacement for NPM. It aims to combine management, privatisation and a market based economy with a democratic and welfare spirit. The following table can be used as a tool for comparison:

## 2 ■ PUBLIC ADMINISTRATION Q & A

Comparing Perspectives: New Public Management and New Public Service		
Comparing Perspectives	New Public Management	New Public Service
Primary theoretical and epistemological	Economic theory, more sophisticated dialogue based on positivist social science	Democratic theory, varied approaches to knowledge including positive, interpretive, critical, and postmodern
Prevailing rationality and associated models of human behavior	Technical and economic rationality, economic man, "or the self-interested decision maker	Strategic rationality, multiple tests of rationality (political, economic, organizational)
Conception of the public interest	Represents the aggregation of individual interests	Result of a dialogue about shared values
To whom are public servants responsive	Customers	Citizens
Role of government	Steering (acting as a catalyst to unleash market forces)	Serving (negotiation and brokering interests among citizens and community groups, creating shared values)
Mechanisms for achieving policy objectives	Creating mechanisms and incentive structures to achieve policy objectives through private and nonprofit agencies	Building coalitions of public, nonprofit, and private agencies to meet mutually agreed upon needs)
Approach to accountability	Market-driven – the accumulation of self-interests will result in outcomes desired by broad groups of citizens (or customers)	Multifaceted – public servants must attend to law, community values, political norms, professional standards, and citizen interests
Administrative discretion	Wide latitude to meet entrepreneurial goals	Discretion needed but constrained and accountable
Assumed organizational structures	Decentralized public organizations with primary control remaining within the agency	Collaborative structures with leadership shared internally and externally
Assumed motivational basis of public servants and administrators	Entrepreneurial spirit, ideological desire to reduce size of government.	Public service, desire to contribute to society

**Q. "Herbert Simon's book *Administrative Behavior* presents a synthesis of the classical and behavioural approaches to the study of Public Administration." Explain. (CSE, 2018)**

**Ans.** Herbert Simon's *Administrative Behaviour* was a watershed in the evolution of PA as a discipline. His book ushered the era of post-positivism in public administration and at the same time discarded some of the old empirical and positivist trends but not completely.

### Components of Classical Approach in Simon's Work

- **Concern for Rationality:** Simon has presented six types of rationality in decision making:
  - **Subjective:** A decision is subjectively rational if the decision maximises attainment when compared to the knowledge of the subject that the administrator has.
  - **Objective:** A decision is objectively rational where it is correct behaviour for maximising given values in a given situation.

## ADMINISTRATIVE BEHAVIOUR

**Q. “A leader is a people’s developer” (Napoleon). Which aspects of subordinates’ development can be positively influenced by a leader? Discuss. (CSE, 2018)**

**Ans.** Leadership involves the action of leading a group of people or an organization to a predefined desirable goal. The various aspects of subordinates which can be positively influenced by a leader include:

**Skill and Technical Expertise:** As per the situational theory (Blanchard), the leadership should adapt as per the requirements of the subordinates and also aim at shaping the skill set of the subordinates. **Motivation:** Victor Vroom suggests that the leader can influence the desirability of goals and also the motivation to achieve those goals by the subordinates by influencing the valence, expectancy and instrumentality.

**Attitude:** The transformational theory of leadership aims at inculcating changes in the employee behaviour on a long term basis as opposed to transactional theory.

**Commitment:** The Goal commitment and self-determination theory (Ryan and Deci) propounds that individual commitment to organisational goal can be increased if the leadership ensures that the goals of the organisation are in consonance with individual goals and provide intrinsic motivation.

**Relationship with Co-workers, Superiors and Subordinates:** The group learning techniques and sensitivity training are some laboratory methods to improve upon the organisational culture and work environment. These are also correlated to long term changes in employee behaviour and work environment.

**Another Approach:** The theories of Bernard, contribution-satisfaction equilibrium, path-goal theory, McGregor, Argyris can also be used to justify the above mentioned points. Alternatively one can also use MP Follett’s conflict resolution in order to justify how a desirable attitude towards work and organisation can be achieved.

**Q. “Communication represents the Nerves of Government” (Karl Deutsch). How can the communication system in the government be made more effective, responsive and motivational? (CSE, 2018)**

**Ans.** Chester Bernard has called securing lines of communication as one of the most important functions of executive. The importance of communication can be seen in the following ways:

- It defines the lines of authority and hierarchy.
- It leads to the flow of accurate information and aids decision making and feedback.
- It is vital for the growth and fulfillment of informal organisation.
- It helps in securing non material incentives needed for employee motivation.
- The “giving of orders”, “law of situation” by Follett and the bottom-up concept of authority by Bernard are all based on how information and orders are communicated.

The above mentioned reasons have led Bernard to suggest the following 7 principles of communication:

- (a) Formal channel of communication is a must
- (b) Everyone must have access to the formal channel of communication
- (c) Complete Channel should be used
- (d) The channel of communication must be short and direct
- (e) Competence
- (f) Non-interruptions in the channel of communication
- (g) All the communication needs to be authenticated

To the above mentioned, one can add the importance of Information Technology and G2G e-governance in the 21st century in order to make communication effective and responsive. To add the motivational aspect of communication one should consider the following:

- **Schedule communication-oriented meetings:** As such, it gives the employees the sense that the organisation is not only caring about their opinions, but also valuing their feedback.
- **Getting Personal:** This helps in lifting the spirit of a specific team member, who needs a boost. It also creates a level of engagement and builds a community since everyone in your team can have some experiences.
- **Keeping everyone in the loop:** When the organisation communicates effectively with their team they're empowering them in not only their decision-making but also building trust and loyalty.
- **Show interest in concerns and solutions:** It's a simple way to show your commitment to solving your employees' problems, which makes them feel valued.
- **Encourage employee input:** Organisations should schedule time for the team to brainstorm and offer their input. This means that your communication plan is consistent about how and when these opportunities occur.
- **Keep the lines open:** The leading cause of low morale could be anything from a toxic work environment to rumours of 'cut backs'. If one doesn't want these issues to fester, they need to recognize and discuss them. This lets the employees know that you're open with communicating to them. And, as a result, they'll feel more comfortable in coming to the organisation whenever there's a problem.
- **Deliver frequent feedback:** Another way to increase engagement is to deliver frequent feedback. Keeping communications positive: Instead of threatening or belittling an employee for poor performance in front of everyone, offer rewards and opportunities for improvement. When an employee feels attacked, you can be certain that their motivation is going to suffer. But, when there's a reward or opportunity to grow, they're going to feel more galvanized.

The many theories of motivation such as situational theory, Fielder's contingency model, Vroom's expectancy theory - all figure around handling communication in a versatile manner.

**Q. "Chester Barnard's model of 'Contribution-Satisfaction Equilibrium' is still considered a logical model of organizational motivation'. Do you agree? Give arguments. (CSE, 2018)**

**Ans.** The Contribution- Satisfaction Equilibrium can be found in a book titled "The Functions of the Executive (1938)".

This model explains individual motivation by contribution, he refers to individual's efforts and activities undertaken in pursuance of the organizational goal and by satisfaction, he refers to the incentives or the benefits provided by the organization towards the individual in exchange for the contribution.

**Arguments (For):**

- Bernard focused entirely on studying the human factor in the organization, the psychological strength of human behavior and finding the way to use it in a best possible way, in the interest of the company.





# 1

## EVOLUTION OF INDIAN ADMINISTRATION

**Q. "A government next-door is the government that matters most for the people." Discuss the statement with special reference to the values of local government. (CSE, 2018)**

**Ans.** Local governments impact the lives of people in a very direct and profound manner. They are important as:

- It represents the most immediate and vital needs of the people such as roads, cleanness, sanitation, etc. It is more close to a form of direct democracy.
- It is more transparent, responsible and accountable owing to the direct involvement of the people.
- It helps in deepening democracy to the grassroots level.
- Collective decision making and problem solving is facilitated by it.
- It makes people direct stakeholders in matters that impact them the most.
- This legitimises the government and the choices made by the government are more acceptable to the people as they themselves have been the participants in making those choices.

The rising importance of local body elections and increasing voter participation has been a proof of how local government forms the pivotal link. Examples of Citizen report cards used by Bangalore show how vital the local government has become. Moreover, with more than 19 states providing 50% women reservation at the Rural Local Bodies and women making 46% of all elected representatives, local governments have been a hallmark of inclusive politics and women empowerment too. These values of the local government make it indispensable in Indian political life.

**Q. "The Chief Secretary is often termed as the alter ego of the Chief Minister." Discuss, with examples, the dynamics of their relationship in State administration. (CSE, 2017)**

**Ans.** The Chief Secretary is the executive head of the State secretariat and is the administrative head of the State administration. He stands at the top of the State administrative hierarchy and his position vis-a-vis other secretaries is more than first among equals. His control extends to all the secretariat departments. He leads, guides and controls the entire administrative apparatus of the State and holds a pivotal, position to performs a variety of roles in the governance of the State. His job is not a professional one and he can be called a part of the process of democratic government wherein he is more than a mere administrator.

He is considered to be 'a linchpin' in the administration. The functions of Chief Secretary by and large depend upon the role he opts to play in the working of the State Government. There are all sorts of examples of strong and weak Chief Secretaries playing the alter ego of the Chief Minister. In addition to enormous amount of authority, dignity, status and influence the Chief

Secretary is a sort of administrative head who is linked with every organ of the state government. Chief Secretaries are chosen by the Chief Minister.

The job entrusted to him make him look like an alter ego of CM.

**Adviser to the CM:** The Chief Secretary acts as the Principal Advisor to the Chief Minister on all matters of State administration. The Chief Minister consults him on all policy issues related to the governance of State. He explains to the Chief Minister about the administrative implications of the proposals forwarded by the State Ministers.

He also serves as a link between the Chief Minister and other Secretaries of the State Government. This advisory function becomes too broad when the administrative implications of a particular policy make the CM think and revise his policy decisions. As a confidence booster and conscience keeper of the CM, the CS works on policy options in terms of their administrative viability and costs.

**Secretary to the Cabinet:** The Chief Secretary acts as a Secretary to the State Cabinet. He is the administrative head of the Cabinet Secretariat and attends the meeting of the Cabinet and its sub-committees. He prepares the agenda for cabinet meetings and keeps records of its proceedings. He takes steps for the implementation of the decisions taken in such meetings. He acts as the ex-officio secretary to the Council of Ministers and while acting in this capacity, he may be called as the Secretary to the Cabinet.

**Head of State Cabinet Secretariat:** The functions of the Cabinet Secretariat are prescribed by the Rules of Business of each State. But, in broad terms, these functions are: secretarial assistance, implementation of decisions, policy coordination and providing information. The Cabinet Secretariat works under his overall control and command.

**Resource Person of State Government:** The Chief Secretary is often asked to express his views on important matters. His information and advice as Secretary to the Council facilitate political decision-making. His administrative experience, "may sway policy preferences and shift implementation consequences". He plays a supervisory role, as a resource person in tendering advice for final decisions or for their onward transmission to the proper quarters.

**Head of Civil Services:** The Chief Secretary acts as the head of the State Civil Services. Important cases pertaining to appointments, transfers and promotion of senior State Civil Servants go to his desk. He plays an important role in maintaining the morale of the Civil Services. As a conscience-keeper of all State Civil Servants he determines vacancies, appointments, transfers, placements, seniority, promotions and retirement of public servants.

He is also consulted by the Chief Minister in amending service rules and making appointments to senior positions. As personnel secretary, he has to ensure that conduct rules are followed and disciplinary actions are taken.

**Coordinator of Civil Service Efforts:** The Chief Secretary ensures inter departmental coordination. He advises the Secretaries on inter departmental difficulties. He is the Chairman of Coordination Committees which are set up for resolving inter departmental disputes. He presides over the meetings of the Department Secretaries and Divisional Commissioners, District Collectors and the heads of departments of district administration to effect coordination. This coordination in State administration has to be between Centre and State, between administrations of various States, and between various levels of hierarchy in the State administration itself.

The Union Ministries, the Planning Commission, the NDC and Cabinet Secretariat of the Central Government operate through the office of the Chief Secretary. He is the formal channel of communication and informal network of consultative agencies which operate through his office. The Chief Secretaries Conference, the Zonal Councils and Interstate Council provide him forums for inter- and intra State level coordination.

He is an effective link to resolve inter State disputes relating to boundaries or river waters as an adviser to the CM. He is also the Chairman of the Planning and Development Coordination Committees. To provide effective coordination at regional and district levels he calls conferences of senior officials like Divisional Commissioners, District Collectors, heads of the departments and Superintendents of Police every year.

## UNION GOVERNMENT & ADMINISTRATION

**Q. "The attached offices and subordinate offices are integral to the functioning of the Cabinet Secretariat". Discuss. (CSE, 2018)**

**Ans.** The Cabinet Secretariat functions directly under the Prime Minister. The administrative head of the Secretariat is the Cabinet Secretary who is also the ex-officio chairman of the civil services board.

The business allocated to the Cabinet Secretariat under Government of India (Allocation of Business) Rules, 1961 includes (i) Secretarial assistance to the Cabinet and Cabinet Committees and (ii) Rules of Business.

The Secretariat assists in decision-making by ensuring Inter-ministerial coordination, ironing out differences of the Ministries/Departments and evolving consensus through instrumentality of the standing committees of Secretaries. Through this mechanism new policy initiatives are promoted.

Although it is the Sub-Ordinate Office, which is responsible for the execution of the policy or decisions of the Government, it has been accorded a distinctly inferior status, as indicated by the label of 'subordinate'. The importance/functions of subordinate and attached offices in any organization are: bringing out ground report, implementing policy, implementing line functions of the organization, Public relations with people, civil society and other organizations, liasoning, it also supplies inputs to the staff agency for policy making. The attached offices/statutory bodies under the cabinet secretariat are: Directorate of Public Grievances (DPG), National Authority, Chemical Weapons Convention, Project Monitoring Group (PMG), Direct Transfer (DBT) Mission.

**Q. "Judicial overreach to a large extent is a consequence of ineffective executive." Examine. (CSE, 2018)**

**Ans.** The scope of the Indian judiciary has been continuously rising ever since independence. It is normally argued that the Indian tradition played a reactive role till 1967. From 1967 onwards it took on an active role till 1980 and ever since it has been playing a proactive role.

### Phases of Judicial Overreach

**First phase:** Directions were given to protect fundamental rights under Article 21 for the poor, illiterate and marginalised.

**Second phase:** Directions were given in cases related to preservation of ecology, environment, forests, marine life, wildlife, mountains, rivers, historical monuments, etc.

**Third phase:** Directions were given in cases involving corruption in public life, transparency and integrity in governance.

The judicial overreach is seen to a large extent as consequence of ineffective executive. This can be seen as:

- The court in the first phase struck down laws such as in the case of Champakam Dorairajan so as to protect the constitutional guarantee of right to equality.
- It took up cases like Sunil Batra vs. Delhi administration to protect life and liberty of prisoners. Similarly in the second phase the court took up suo motu cognisance of many issues.
- In Rural Litigation v. State of U.P. the court ordered closure of all lime-stone queries in Doon Valley because of its adverse effect on environment.
- In M.C. Mehta vs. Union of India the Court took notice of the pollution caused by discharge of effluents by tanneries in Kanpur and issued orders to control it.
- In the third phase cases like Vineet Narain where the court virtually took up executive role to put back CBI back on track also show how the failure of executive led to court's interference.

However, once in a while and more so often in the last few years, judicial overreach has happened due to:

- Over reliance of people on courts as the courts have been more approachable than the executive when it comes to the matters of poor and downtrodden.
- The opening of PILs by the likes of Justice Bhagwati is a case in point.
- Moreover, at times the judiciary has also been led by activist agenda and took roles just for the sake of reform and popularity. It has also interfered in pure administrative decisions. For example, the court decided in 2G scam case that auctioning is a better way than leasing on first come first serve basis when it comes to public goods. This was completely an administrative decision.
- Similarly the courts have also been guided by larger social reform agendas which at times become too difficult for executive and legislature due to populist pressures. The judgement on Sabrimala, Shah Bano and Triple Talaq stand as case in point.

**Other reasons why the court has chosen to interfere are:**

- The executive is at times patently illegal such as during emergency.
- The judiciary enjoys far more credibility and the judges are keen to capitalise on it.
- It has reinterpreted laws based on modern ideals and changing values and society, at times due to technological advancement too. Examples like Sec 377 IPC (homosexuality), right to privacy judgements point in this direction.

Thus, while failure of the executive has been the major cause, it has not been the only cause of judicial overreach.

**Q. "The status and functioning of the Cabinet Secretariat face a stiff challenge from the Prime Minister's Office (PMO)." Argue both in favour and against the contention. (CSE, 2017)**

**Ans.** Cabinet Secretariat serves the Cabinet, Cabinet Committees and Empowered Group of Ministers. The Cabinet Secretariat act as a link between the prime minister and the central ministers and the chief ministers but also between the secretaries of the federal government and the chief secretaries of the states. Cabinet Secretariat and PMO, both are headed by the Prime Minister. Over the past decade, Cabinet Secretariat have faced stiff challenges from PMO.

**The arguments in favor are:**

- During the tenure of Mrs. Gandhi as a PM, the office of PMO reached dizzy heights of power and authority. During internal emergency, it emerged as a real decision-making organization functioning as Government of India.
- During 1991-96, the office of PMO grew from strength to strength. PMO held stronger position in decision making vis-à-vis cabinet secretariat.

**The arguments against:**

- The office of the PM began on an innocuous note during the tenure of the first PM Jawaharlal Nehru. The secretariat then was essentially a group of bureaucrats who provided assistance to