GS SCORE

An Institute for Civil Services

IAS TOPPER'S

TEST COPY

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RANK-596 (CSE 2018)

GS MAINS 2018

GS SCORE

Public Administration Test Series

TEST - 04

PUBLIC ADMINISTRATION

Time Allowed: 3 hrs. *Max. Marks: 250*

Instructions to Candidate

- There are EIGHT questions divided in Two Sections.
- Candidate has to attempt FIVE questions in all.
- Question No. 1 and 5 are compulsory and out of the remaining, three are to be attempted choosing at least one question from each section.
- The number of marks carried by a question/part is indicated against it.
- Answers must be written in the medium authorized in the Admission Certificate which must be stated clearly on the cover of this Question-cum-Answer (QCA) Booklet in the space provided. No marks will be given for answers written in medium other than the authorized one.
- Word limit in questions, wherever specified, should be adhered to.
- Attempts of questions shall be counted in chronological order. Unless struck off, attempt of a question shall be counted even if attempted partly. Any page or portion of the page left blank in the Question-Cum-Answer booklet must be clearly struck off.

Name Sameer Sawalekh

Mobile No. _____

Date _____

Signature Sameer Sawalekh

1. *Invigilator's Signature* _____

2. *Invigilator's Signature* _____

REMARKS

Roll No._____

GS SCORE

SECTION-A

1. **Answer the following questions in about 125 words each:** **(10 × 5 = 50)**

   (a) **Development is a dialogic process.**

   (b) **O&M is not only a tool of structural reform but extends beyond that.**

   (c) **All administration is finance.**

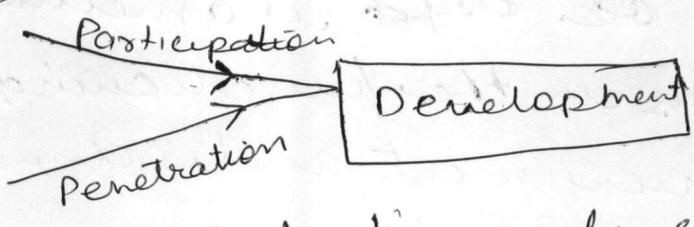
   (d) **"Budget is a series of goals with price tag attached."(Wildavasky)**

   (e) **ZBB, is however by no means as radical as the name implies, programs virtually are never cut to zero.**

Development can be defined are improvement and resolution of the problem currently faced.

Against the traditional view where development is seen as the intuition of the king regarding public interest

in present era development is all about having better interaction and participation of various stakeholder and subsequent action



Here we need to understand point of view of various stake holders about

1) Type of development :- ~~[illegible]~~ whether economic or societ development is required.

Remarks

2) Resource for development :- Indegenous or mimetic.

3) Who the benificiries will be :- who will benifit from such development

All these require participation of policy makers, Implementors and benificiries. :-

If dialouge is constructively done then it will ensure the public policies are

* Equitable
* Applicable
* Resourceful
* Benificial
* Proactive rather than reactive

So for development dialoque is necessary step.

6) a) O&M is a method for reforms in the functioning of the government and administration

- It was seen that government fails to perform as it lacks required structure and integration between them.
- Once these structures are well

Remarks

Set and integrated the reform will come.
But its wrong to assume that OBM had only structural means to reform.
OBM has other dimentions too.
1) It increases effeciency and hence service delivery to public.
2) It helps to save cost and expenditure and hence also an economic reform
3) It also make government ~~as~~ ~~focus~~ accountable and responsive and hence it has social implications too
4) If performance is improved then goals of constitution like ~~performance~~ poverty allemiation, gender problems etc can be tackled and hence it has ideological implications too.
Therefore its wrong to say that OBM has only tool for structural reform.

c) All administration is finance means that all administration works either takes money away from treasury or adds to it.

Remarks

All administrative work whether administrative empowerment or administrative application for social reform, ~~both~~ economic reform all have implication of revenue of government.

For eg :- GST ~~is~~ has led to increase in indirect tax collection

Similarly setting up various bodies for regulation requires government to spend money.

This make important to have.

* Right size ~~of~~ administration
* Efficient, effective & economic administration.

This will help in ~~of~~ preventing the financial wastages.

Hence we must understand that just creating multiple administrative layer will add to excess expenditure and hence ~~do~~ go for right sizing for efficient administration

Remarks

d) Wildavasky was of the view that budgets are culmination of all goals and respective financial implications due to it.

- Every plan of Budget whether to implement certain programme of have new codes all have financial implications.
- These leads to the fact the budget has financial document which has items and subsequent price
- But this view is not all correct as Budget is not just financial document but a socio, political statement and hence has effect on those content too

For example :- Any program for Child education like Sarva Siksha Abhiyan no doubt has financial implications but its more about social empowerment & empowerment of country and even financially its heavy but it can't be discontinued Hence it is need to understand

that seeing budget merely as series of goals with price tage will not give much importance of budget as it has other very important effects on society community and nation

e) ZBB or zero based budgetting is method in which programs are alloted finance by completely studying it from ~~stand~~ start.

But as against the common belief that ZBB results in budget where allocation starts from zero is practically not true.

The reason is that if every year budget starts from zero then it will lead to situation

- long delay in budgeting
- arbitrariness in budgeting as some time some program will be promoted finance and some time not.

Remarks

* It leads to policy breaks & does'nt provide time for policy to affect the subject
* The very practicality of starting with zero is not feasible as it require extensive resource.

Hence due to above limitations ZBB never has zero start or in other ~~words~~ word programmes never cut to zero and has some continuity feature. Even reducing in budget can happen but not total zero.

Remarks

Remarks

Remarks

Remarks

2. Answer the following questions:

(a) Roosevelt's conception of "government by good", prohibited the participation of civil servants in politics. In this context identify the limitations on the political activities of public servants and the need for depoliticized bureaucracy. (250 Words) (25)

(b) Whitleyism ensures a fair employer-employee relationship. Discuss. Also identify the aspects of "Whitleyism "in the Indian context. (250 Words) (25)

Remarks

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3. **Answer the following questions:**

(a) **"Rank classification though simple leads to inequality within the cadres of personnel". Discuss and analyze the problems encountered under this system. Do you think "lateral entry" is a right response to existent "generalism" in rank system.** **(250 Words) (25)**

(b) **Discuss the possible benefits of MIS under the overall impact of ICT in governance. Illustrate by taking the examples like PRAGATI, AADHAR, etc how the big data issue can be tackled with the use of ICT.** **(250 Words) (25)**

Rank classification is a method of classification of jobs and it followed in parliamentary democracy like India & UK. Here jobs are classified based on rank.

Features
- ~~Oper~~ followed in UK, India
- Pay as per Rank
- closed model as only limited personnel from service
- employees are permanent
- Can't use Expertise.

Rank classification has been adopted due to simplicity in application and easy to maintain but this has been a bone of contention where some cadre gets preferential treatement because:

1) Limited Resource :- Only personnel from particular service can acquire particular post. So best posts are gone to them and others are restricted ex. Cabinet secy are generally or ~~always~~ always from IAS.

2) Not able to utilise expertise :- ~~For~~ Since

Remarks

~~cap~~ personnel are from one cadre then it will not be able to utilize expertise from other cadre. For eg: During present are when economy is prime important so rather than appointing generalist to Finance secretary, specialist can be appointed to utilize its expertise.

3) Pays disparity :- Although rank ~~qu~~ classification & ensures pays are per rank but there are some post reserved for some service and those are treated higher so they enjoys better pay and perks.

Recently 6th pay commission has tried to sort out these ~~eq~~ inequalities

4) Preferential treatment :- Generally IAS officers are close to political executives hence get preferential treatment ~~gu~~ due to their nature of post they acquire.

Recently government has allowed for lateral entry for 10 post to joint secy level.

Benefits of Lateral entry

i) It will provide much needed expertise to the government functioning

ii) It will provide government to utilize private working standards

iii) Improves competitiveness among career bureaucrats

Remarks

iv) It will provide opportunity to higher ~~working~~ ~~Ste~~ level officer to work with government at higher post.

Demerit of lateral entry

i) It will cause nepotism an favoritism among bureacracy by political executive

ii) It may lead to seliation as explained by george Stigler as capture theory where private sector will exploit government. & bureaucratic post.

iii) It may demolinate career bureacrats

iv) It may lead to utopian idea as laterally entered personnel are not aware of feild difficulties

Therefore we can say the although lateral entry is not bad but it must be ensured that these does'nt became a reason for nepotism in appointment and hence should be ~~fare~~ fair.

b) MIS is a mechanism through which important informations are digitised and saved for further references. It is very powerful tool to ensure transparency and accountability.

- It is always said that "e governance or ICT governance is modern age ~~mether's steel frame~~" because of the

Remarks

features of transparent, impersonality etc.
And MIS is one of the mean to achieve it.
Recently government has taken several initiative to solve these problems.

1) PRAGATI :- Project are evaluated directly by PM himself. It has ~~to~~ two wing. i) Grievance Redressal :- Here grievances of general public are resolved through getting information available through MIS.
2) ~~Vid~~ Video conferencing :- Here government projects are seen and evaluated against set target as per data available.
Here we can see that MIS has closed the gap between policy formulation & policy implementation ~~wh~~ and hence improved policy evaluation

2) AADHAR :- Aadhar is another initiative where government has used MIS so as to provide citizens services like DBT, Identification etc.
It has lead to
i) Efficient service delivery
ii) Accountability & transparency in work
iii) Better tracking of workflow
iv) Ease of doing business by simplifying the procedure through data available via addhar.

Remarks

Another example is COLIS Scheme of Tamil nadu government which stands for Collector's Information System. Here all important information related to district are provided to DC digitally to improve work performance.

But it has problem too

i) Leak of personnel data

ii) Infrastructure availability

iii) Digital literacy

Since government in India is data centric hence billions of data are generated at every levels of government this leads to problem of data overload which decrease the efficiency of decision making as per Simon. Hence

- In this case we may use big data computing to organise, save, retrive data as per need, as per time.
- this Big data computing will go long way in improving data management at government level which is very poor.
- Recently Chief Information commissioner has pointed out the 15 % of RTI application are not accepted as their is no data

Remarks

available in correct form.

Hence big data issue needs to be tackled to ensure good governance and citizen friendly administration.

Remarks –

Remarks

Remarks

4. **Answer the following questions:**

(a) **Differentiate between the "narrow" and "broad" conception of Development Administration? Under which category the conception of DA falls in the Indian context. Discuss.** **(200 Words) (20)]**

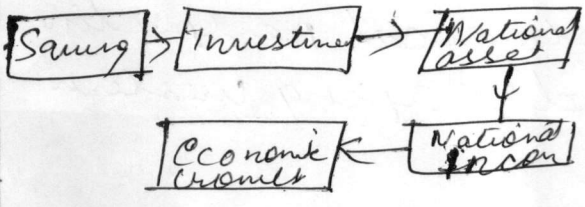
(b) **The intergovernmental financial relations have undergone several changes under the impact of globalization and market reforms. In this scenario discuss the impact of reforms like GST, FRBM and constitution of NITI Aayog in Indian context.** **(300 Words) (30)**

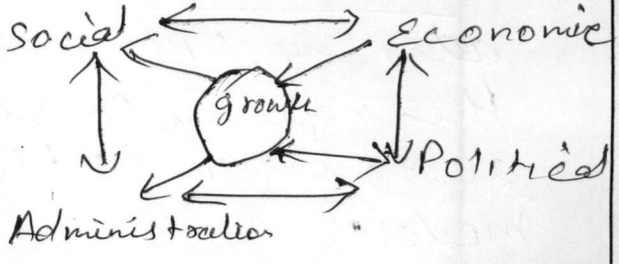
Development Administration is administration which engaged in the development of the the country. It is more a phenomenon of developing country where development is priority.

There are Two main dimensions of development administration.

i) Narrow ii) broad.

Narrow	Broad
i) Here economic develop-ment is all important	Here not just economic but social, political employment
ii) It says that developing country is poor because it lacks technology, resource & expertise	it says that developing countries are poor because here basic needs are not taken care.
iii) It provide for simple sequence to achieve development	It provide complex sequence for development





Remarks

v) It treats citizens as passive beneficiaries	It treats citizen as agents of development
v) It believes that growth will trickle down to poor once nation building happens	It believes the trickle down will never be ~~all~~ automatic and hence need to be pursued as an entitlement.
vi) Montgomery and western world in TPA time were major proponent	Edward Weidner and ~~a~~ latter 3rd world country has such view of development

In Indian context Development administration falls under wider perspective. It has features of ~~both~~

i) Economic development :- After 1991 when India has adopted LPG reform then it became very important.

ii) Social development :- Even till now it is one of the most important feature of Indian welfare state.

iii) Ecological perspective :- Even after adoping LPG reform, it had based the reform on ecological perspective and not just blindly aping western model.

Remarks

Several initiatives like GST which is termed as Important ~~refor~~ economic reform is not just economically important but also socially as it relaxes taxation ~~to~~ burden on people. It

- it simplifies the doing business and filling return.
- It made possible one India one tax.

Hence In countries like India it is broader model of development which is more dominant and even we can say that narrow model has became obsolete and much practised even in developed countries.

Q 46

Remarks

4b) Economic reforms of 1991 has brought several changes to the Indian economic structure but Intergovernmental financial relation was not much impacted.

But recent changes has brought significant changes in intergovernmental relation especially after GST & FRBM Act + impact of globalization & Market reform

i) After 1991 India entered in era of co-governance where market as well as government both work simultaneously.

ii) It ~~mate~~ created networked governance where both ~~spp~~ support each other's ~~effe~~ work

iii) Citizen empowerment as now they are center piece of work.

Here major reforms came after

i) GST :- i) It has transformed federal taxation system to cooperative taxation system where both centre & State government will work together

ii) Now no government can't impose taxation on its will hence ensured uniformity in governance.

Remarks

iii) It has also allowed platform to engage with each other constructively to decide future of governance.

Changes in relation after FRBM

i) It imposed responsibility to adheres target of fiscal deficit reduction as per target provided

ii) Provided rule to present statement regarding macro financial status of government in parliament. Hence now government expenditure can be deeply scrutinized

iii) It prevent government to expenditure heavily during election and centre government would have to take responsibility of states over expenditure.

— Due to these changes.

i) Now center and states can't work on one's whimps and pancies

ii) Both need to work together

iii) Both have to take decision keeping each others perspective in mind

these changes in relationship will ensure.

i) Good governance.

ii) Co governance and not disjointed governance.

iii) Best interest of whole country will be taken and not just few states.

iv) Provided mechanism to dispute resolution

~~Hence in India~~

Niti Aayog

Benifit

i) It represent an era of cooperative federalism

ii) It ensures that state is given important flexibility to work.

iii) Planning with state will avoid problem of top down functioning

iv) It's three year, 7 year & 15 year plan provide path of development and guidance for long term benifit to relation of harmony

Hence these institution and regulation has correctly felt the need of current era of co-governance to ensure good governance

Remarks

Remarks

Remarks

SECTION-B

5. Answer the following questions in about 150 words each: (10 × 5 = 50)

(a) Anti development thesis is a critical response to western dominance in not only the theory but also in the practice of public administration.

(b) Budgets are political tools of social change.

(c) Public policy is a reflection of political will.

(d) "The emergence of public policy can be understood, in part, as political science's effort to fill the vacuum left by public administration's departure."

(e) Policy science subsumes not only the policy process but also the policy makers, implementers and beneficiaries.

Anti development thesis was based on philosophy that development is
* Exogenic
* Ethnocentric
* reductionist.
* exploitative

and hence must be avoided.
In this content it is said that "Development achieve ~~but~~ the same thing that ~~con~~ colonization achieves but with bad press" i.e development helps ~~of~~ only developed 1st world country (west economy) and has not much to offer 3rd world country.

~~Furthe~~ Further it is said that west develops at the cost of underdeveloped that is practicing development

Remarks

Kuzen

In third world country it actually developing western countries - 1st world country through aid conditionality enforces their rule to the 3rd world countries.

For eg Recently China has occupied Hambantota port from ~~example~~ Sri lanka as is best example where infrastructure development leads to capture the rights of ~~developed~~ developing nation like ~~Sri~~ Sri lanka.

Thus we can say that ADT is critical response to western dominance in both theory & practice of public administration

6) Wildavsky has termed budget as an political tool ~~to~~ available to politicians.
Now this tool can be used for social change if it is used with care. This can happen by,
i) Allocation to priority sector - In India Priority areas are poverty alleviation employment and hence it budget

take care of this then it will lead to social change -

2) Upliftment of ~~[illegible]~~ disadvantage class

women budget or gender budgeting or better allocation of finance to other vulnerable group can lead to their social upliftment

3) Social Infrastructure :- Money spend on social infrastructure like schools, hospitals, old age home, water facility etc then it will lead to social change to ward enlightened & healthy society

4) Sourcing money from rich and relief to poor would bring equality in society.

Therefore Budget are political tool where politician decides what social changes need to be given and how to be given.

c) Public policy is action or inactions of government i.e. what government decides to do and what not to do all constitutes policy.

Public policy is all about the will and courage of government to lead

the Change in Society :

1) Economic transformation :- If there is political will that change in economic structure is indespensible then changes will happen like GST where as if government wants to have status quo then no such change will happen.

2) Social change :- Recently bihar has banned intoxication in order to prevent social problem of women molestation, poor expenditure on child education and other crimes so it is political will that lead to the policy.

3) Political change :- Simultaneous election required political will from both center & state and unless it happens nothing will change.

4) legal change :- Recently government passed NJAC to reform judicial opaqueness in appointment it was result of political will to simplify ~~reform~~ administration.

Remarks

Hence political will is important for any policy which government frames otherwise chances of its success is less and this what happened in States like UP & B, has for e-gournance initiative

d) Public policy making is the work assigned to political executive even though public administration helps in it. But ultimately policies are made by political executive.

- The very emergence of public policy was based on ideological application of constitutional principles and ideaLism. That mean public policy defines the idealism which constitution enshrines.

For example Constitution of India says that poverty alleviation and reducing inequality should be government responsibility. Then to implement this government has put forward the policy of 100 days work to poor or compensation through MNREGA.

Remarks

Now this is the policy of government to reduce inequality and poverty alleviation.

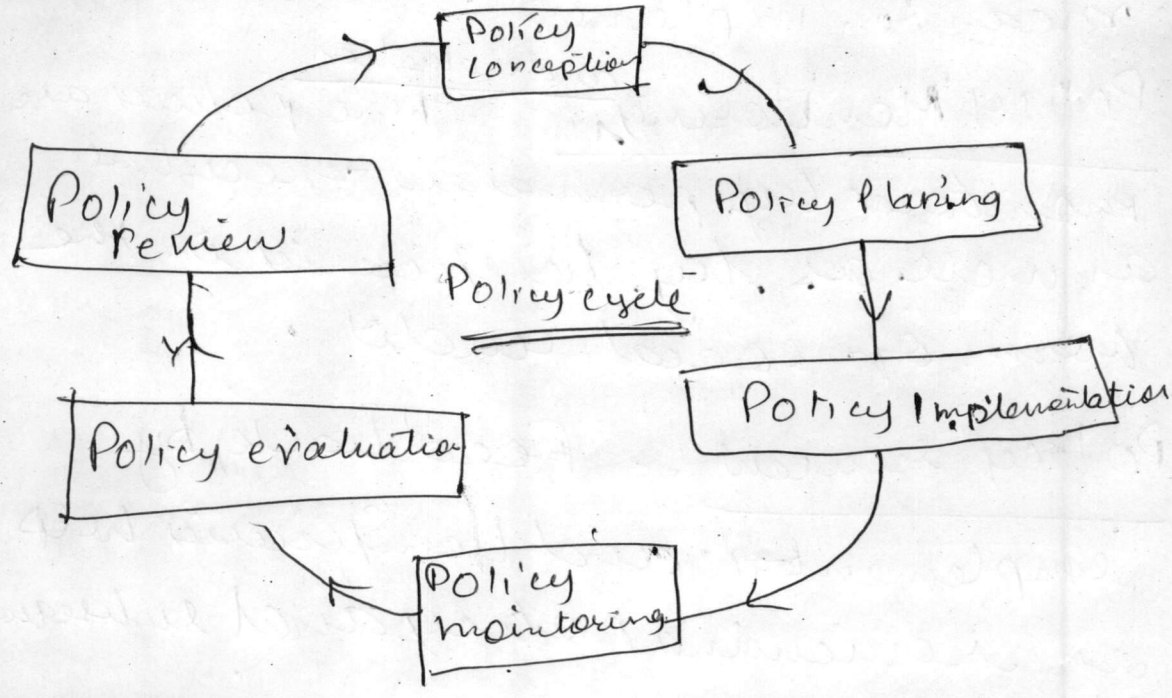
Similarly for maternity relief government has provided nutritional antenatal care service which is a policy in response to constitutional ideals.

Now In these public administration comes at only implementation stage where targets are provided to administrators in response to above policies.

So we can say that the space left by the public administration is filled by public policy which is more political science orientation as it deals with philosophical part.

Remarks

c) Policy Science is a study of all the process happens in policy conception to policy review



Policy does not only include policy makers but also includes other stake holders like beneficiaries implementors etc at every stage.

Policy conception :- Here feedback from implementors as well as problems of beneficiaries provide impetus for policy conception

Policy planing :- This also include both implementors & beneficiaries as co creation and participative planning.

Remarks

Policy Implementation:- This also requires beneficiary in the form of resources and implementors as main mean to implement.

Policy Monitoring and evaluation:- There policies are monitored by permanent executive as well as by beneficiaries in the form of social audit.

Policy review:- Feedback by implementors and beneficiaries help in reviewing policy and subsequent changes.

Hence we can see that policy science not just have political role but implementors and beneficiaries also play an important role.

Remarks

6. **Answer the following questions:**

(a) **Discuss the various models of policy under the "incrementalist paradigm". Is incrementalism a reflection of conservatism, institutional inertia and an aversion to novelty?** **(200 Words) (20)**

(b) **With respect to policy process discuss the following:** **(10×3=30)**

(i) **Neo-institutional model.**

(ii) **Organized anarchy model.**

(iii) **Mixed scanning model.**

Incrementalism is a method of development where development is in continuation present structure and programmes. Rational behind this method are

* Easy to implement
* Easily acceptable
* Not much resource is required
* Chances of failure is less.

There are various ~~paradigm~~ models under incrementalist paradigm

a) Disjointed Incrementalism :- Here its prime proponent Lindblom says the rational methods creates instability in society. Incrementalism avoid such situation and are easily accepted.

Benefit	Demerit
i) It is easy to implement	i) Net effect of change is zero and useless as per Dror
ii) it is easy for public to accept	ii) It creates status quo.

Remarks

ii) Bounded Rationality :- This method was proposed by Herbert Simon as a mechanism which is generally followed. He says that complete rational thinking like * Having complete information
* Have analysed completely
* Complete objectivity

is not possible in ~~the~~ real world and what happens is bounded Rationality and satisficing in nature.

Benifit	Demerit
* Depicts truth of decision making * Acceptability is high	* As per critic it is complacent approach.

iii) Elite theory :- Here it is said that only Elite decides what decision will be taken and hence it leads to power capture by elites ~~per~~. Elites can be clects, business executives etc.

Demerit
1) It leads to not for people policy

iv) System theory :- Acc to this theory any policy are made as per ecological concern. And hence any policy against these ecological

concern is bound to fail.

Merit

i) It takes the ecological perspective in mind.

ii) More acceptable

Demerit

i) Excessive study is required

ii) It may fail as not tried elsewhere.

iv) Group theory :- It is an extension of elite theory where there are several elite's who pulls government towards itself for favourable ~~policy~~ policy.

Demerit

i) leads to policy arbitrariness and policy paralysis

v) Anarchy theory :- Here it is assumed that policy making is very chaotic and random and what policy is made is just ~~and~~ a ~~mist~~ misfit ~~to the~~ in the name of policy. Several streams i.e. the politics stream, problem stream & policy stream need to be worked simultaneously

Incrementalism is promoted as best method of policy ~~of~~ making because of following.

* Easy to work
* Easy to Implement
* Acceptable
* Not create panic

It leads to Satisfaction where neither any change happen in reality nor any benefit is provided in real sense to public. ~~Her~~

It is said that it is a reflection of

a) Conservatism :- i) As ~~nor~~ no real change happens

ii) Status quo is maintained

iii) No real reforms in structure or policy happen.

b) Institutional inertia

i) Institution ~~work~~ in its own sphere ~~wha~~ without any jolt for good performance

ii) Remain indifferent to changed scenario

iii) Resist any change even its happen and hence status quo remains

Remarks

c) A version to novelty

i) As public care is not taken -
ii) No improvement in public service
iii) "No people freindly decisions"

Hence we can see that although Increamentalism is good in implementation but on ground nothing change hence the real question remain "where is the change".

6) Neo Institutional model :- This model was in continuation or can be said as improvement to institutional model where policies are made by Institutions and not by public representatives

For eg :- Planning commission can be an example of Institutional model

Here demerits are

i) It is indifferent to citizens need.
ii) Top-down functioning
iii) Not sensetive to ground realities
iv) One size fits all approach.

Remarks

To remove these demerits neo Institutional method were provided.

- In neo ~~incremental~~ institutional method policies are made by institution but final drafting of policy which shall be emplement ~~to~~ is done by political executive. Hence here institution act as mere helper. For eg :- Niti Aayog is best example. It works as think tank and provid government with required models but final authority to form policy remain with government

Benefit

1) It takes people problem in mind
2) Not too top down "

Demerits

1) Not much different as still has feature of centratized planning

2) Organised Anarchy model :- ~~Here~~

This model is improvement to Anarchy model where if '2' out of '3' streams namely problem stream policy stream and political stream

Support then decision making is done or policy is accepted.

For eg

In demonetization

a) Problem stream was in favour as people was aware of bad effects of black money and hence wanted relief from it

b) Policy stream was quite not satisfied i.e. experts were not sure that will it achieve the stated target

c) Political stream :- Here strong government at center was capable and willing to take strong action and hence accepted it

So ~~there~~ here 2 out of 3 ~~pol~~ streams merges and hence decision was taken. This is quite improvement from anarchy model.

c) Mixed Scanning Model :- Mixed Scanning model was put forward by Amatai Etzioni who said that in-toto neither incrementalism method is good nor Rational method. But both has their own benefit. So he put forward his model.

Remarks

which he claims that at certain ease of applicability of Incrementalism and substantialism changes of rational model.

For eg :- when non important policy is required to be changed then incrementalism can be best as not much instability is required. ~~and~~ Foreign policy of India

But when big changes like taxation ~~Structure~~ structure is required to be changed which is important feature for Economic development then rational method will be good as here change is priority.

GST implementation is an example

Remarks

7. Answer the following questions:

(a) "On a more sophisticated plane, rational choice is concerned with "Pareto -optimality", or more exactly.."pareto improvements ". Comment. (250 Words) (25)

(b) What would be the impact of "salacracy" and "prismatic" Characteristics on the policy process in developing countries? How can the dysfunctionalities be eliminated or minimized? (250 Words) (25)

Remarks

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Remarks

8. Answer the following questions:

(a) Discuss "WEIDNER's" conception of Development Administration. Which of the strategies provided by him would be more suitable to the socio-economic development of the developing societies? (250 Words) (25)

(b) Gandhian model of humanism in development contrasts with the western model of economism. Compare and contrast the epistemological difference within both the approaches. (250 Words) (25)

Remarks

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