

MODEL ANSWERS

PGD — Public Administration (Paper 2)

Past Papers: 2022 | 2023 | 2024 | 2025

These model answers are written in simple, clear and exam-friendly language suitable for PGD and college/university examinations in India. Each main answer is approximately 450–550 words, properly structured with introduction, main discussion points, relevant Indian examples, and conclusion. Short notes are kept concise but informative. Comparison tables and structured points are included to make concepts easy to understand and remember for exams.

Key features: Simple language, relevant examples from Indian administration (MGNREGA, LIC, Election Commission, NEP 2020, etc.), tables for quick revision, and exam-oriented structure.

PGD — PA (2): Public Administration 2022

Q1. Public Administration is concerned with the execution of public policies. Discuss.

Public Administration is primarily concerned with the execution or implementation of public policies made by the legislature and political executive. While policy formulation is the domain of elected representatives and ministers, Public Administration is responsible for translating these policies into concrete actions and delivering services to the citizens. In simple terms, it is the operational arm of the government that ensures that what is decided at the top actually reaches the people at the grassroots level.

The process of execution involves several important functions. First, administrators have to plan how the policy will be implemented, including setting targets, allocating resources, and preparing action plans. Second, they organise the required manpower, materials, and machinery. Third, they direct and supervise the staff involved in implementation. Fourth, they coordinate between different departments and agencies so that there is no duplication or conflict. Finally, they monitor progress, evaluate results, and take corrective measures wherever necessary. All these activities together constitute the execution of public policy.

A very good example from India is the implementation of the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA). The law was passed by Parliament to provide 100 days of guaranteed wage employment to rural households. However, the actual execution is done by the administrative machinery at the central, state, district, block, and gram panchayat levels. They register households, create shelf of projects, release funds, measure work, and make payments through banks or post offices. If the administration fails at any of these stages, the policy objectives are not achieved even though the law exists on paper.

Another example is the implementation of the National Education Policy 2020. While the policy was formulated after wide consultations, its success depends entirely on how effectively education departments, universities, colleges, and schools execute the various provisions related to curriculum changes, teacher training, and multidisciplinary education. Thus, Public Administration is not merely a mechanical process but involves creativity, coordination, and continuous problem-solving to make policies work in real life. Without efficient execution by administrators, even the most well-intentioned policies remain ineffective.

Q2. Examine the structural-functional approach to the study of Public Administration.

The structural-functional approach is an important method of studying Public Administration, particularly in the field of comparative administration. It was popularised by scholars like Fred Riggs and draws heavily from sociology, especially the works of Talcott Parsons and Robert Merton. This approach examines administration by looking at both the structures (the formal organisations, rules, hierarchy, and institutions) and the functions (the actual roles and purposes these structures perform in society).

Structure refers to the formal framework of administration such as ministries, departments, commissions, rules, procedures, and the hierarchy of positions. Function refers to what these structures actually do in practice — for example, policy implementation, service delivery, regulation, maintenance of law and order, or collection of revenue. The approach asks two basic questions: What administrative structures exist in a society? and What functions do these structures actually perform? The key insight of this approach is that there may be a significant gap between the formal structure and the actual functions performed, especially in developing countries.

Fred Riggs, in his Prismatic-Sala model, pointed out that in transitional societies (which he called prismatic), structures may look modern on paper but their functions are heavily influenced by traditional social norms, personal relationships, and political considerations. This creates what he called 'formalism' — a situation where official rules exist but are not followed in practice. For example, a country may have an anti-corruption commission with all the formal powers (structure), but it may not be able to function independently due to political interference (function).

This approach is very useful for understanding why administrative reforms often fail in developing countries. Simply copying structures from developed countries does not guarantee that they will perform the same functions. The structural-functional approach therefore helps in studying administration in its ecological context and explains the gap between theory and practice in Public Administration.

Q3. What are the main principles of Organisation? Discuss.

Organisation is the process of arranging people, work, authority, and resources in a systematic manner so that the goals of the enterprise can be achieved efficiently. Classical thinkers in Public Administration identified several important principles of organisation that help in creating order, clarity, and efficiency in large organisations, including government departments.

The first principle is Division of Work. It means breaking down complex tasks into smaller, specialised jobs so that efficiency and expertise can be developed. For example, in a district administration, separate sections handle revenue, development, and welfare work. The second principle is Authority and Responsibility. Authority should always be equal to responsibility. A person who is given power to take decisions must also be held accountable for the results. The third principle is Unity of Command. Each employee should receive orders from only one superior. This avoids confusion, conflict of instructions, and divided loyalty.

The fourth principle is Span of Control. It refers to the number of subordinates a superior can effectively supervise. While classical writers suggested five to six, in practice it depends on the nature of work and the ability of the supervisor. The fifth principle is Hierarchy or the Scalar Chain. It creates clear levels of authority from the top to the bottom, ensuring a proper chain of command and communication. The sixth principle is Coordination. All parts of the organisation must work together in harmony. Without coordination, there will be duplication, gaps, and wastage. The seventh principle is Delegation. Authority should be passed down to lower levels while the superior retains ultimate responsibility.

These principles are not rigid rules but guidelines that help in designing effective organisations. In modern administration, they are applied with flexibility according to the situation. For example, while hierarchy is necessary for accountability, excessive layers can cause delays. Similarly, while unity of command is desirable, in some situations staff specialists may need to give technical advice across the line. The principles of organisation thus provide a foundation for building efficient administrative structures.

Q4. Explain the meaning of 'Staff Agencies'. How is it related to the 'Line Agencies'?

In Public Administration, a distinction is commonly made between Line Agencies and Staff Agencies. Line Agencies are the primary operating agencies that directly carry out the main functions of the government. They possess command authority and are directly responsible for achieving the core objectives of the organisation. Examples of line agencies include the Police Department, Education Department, Health Department, Public Works Department, and District Administration. These agencies directly deal with the public and deliver services or enforce laws.

Staff Agencies, on the other hand, are auxiliary or advisory bodies that exist to support and assist the line agencies. They do not have direct command authority over the main operations. Instead, they provide specialised advice, planning, research, coordination, and support services. Examples of staff agencies include the Planning Department, Finance Department (especially the budget and accounts wing), Personnel or Establishment Department, Legal Cell, and Statistics Department. In the central government, bodies like NITI Aayog also perform staff functions by providing policy advice.

The relationship between line and staff agencies is complementary. Line agencies are like the fighting units in an army — they directly engage in the main task. Staff agencies are like the headquarters and support services — they plan, provide resources, give expert advice, and help coordinate the work of line agencies. Without effective staff support, line agencies would find it very difficult to function efficiently. For example, a District Collector (line) depends heavily on the District Planning Officer and District Accounts Officer (staff) for preparing development plans and managing finances.

However, the relationship is not always smooth. Sometimes line officials resent advice from staff agencies because they feel that staff members are not directly responsible for results and do not understand field realities. On the other hand, staff agencies may feel that line agencies do not give enough importance to expert advice. Despite these tensions, both line and staff agencies are essential for effective administration. Modern governments try to create proper coordination mechanisms between them so that their complementary roles can be performed smoothly.

Q5. What do you mean by Public Corporation? Discuss its main features.

A Public Corporation is a form of public enterprise established by a special law or statute passed by the legislature. It is created to carry out commercial, industrial, or public utility activities in the public interest while enjoying a greater degree of operational autonomy than regular government departments. It has a separate legal personality and can therefore sue and be sued, own property, and enter into contracts in its own name.

The main features of a Public Corporation are as follows. First, it is created by a specific Act of Parliament or State Legislature. For example, the Life Insurance Corporation was created by the LIC Act, 1956, and the State Bank of India was nationalised and given corporate status through legislation. Second, it has a separate legal entity with perpetual succession. This means it continues to exist even if the government changes. Third, it is managed by a Board of Directors or Governing Body whose members are appointed by the government, but the Board has considerable freedom in day-to-day management.

Fourth, it enjoys financial autonomy. It can generate its own revenue, borrow money from the market, and reinvest its profits without going through the annual government budget process. Fifth, its employees are not civil servants. They are governed by their own service rules and regulations framed by the corporation. Sixth, while it has operational freedom, the government can issue policy directions, and the corporation remains ultimately accountable to the legislature through the concerned minister. Seventh, its primary objective is to serve the public interest rather than merely maximising profit, although it is expected to function on sound commercial principles.

Public Corporations in India include LIC, SBI, Air India (before disinvestment), and various state transport and electricity corporations. This form tries to combine the advantages of commercial efficiency with public accountability and social purpose.

Q6. Discuss the methods of Legislative Control over Administration in modern democratic state.

In a democratic system, the legislature exercises control over the administration to ensure that it remains accountable to the people. Since administrators are not directly elected, the elected representatives use various methods to oversee their functioning and prevent misuse of power.

One of the most important methods is the Question Hour and Zero Hour in Parliament and State Legislatures. During Question Hour, ministers are required to answer questions about the functioning of their departments. This forces administrators to remain alert and prepare proper replies. Zero Hour is used by members to raise urgent matters without prior notice. Another method is Parliamentary Debates and Discussions. Important policies, budget proposals, and specific issues are debated on the floor of the House. Opposition members critically examine administrative performance and highlight failures.

The most effective method of legislative control is through Parliamentary Committees. The Public Accounts Committee examines how government money has been spent and whether there has been any irregularity or waste. The Estimates Committee examines the proposed expenditure and suggests economies. The Committee on Public Undertakings oversees the functioning of public sector enterprises. These committees go into details that cannot be discussed on the floor of the House and their reports carry great weight.

Other methods include the requirement of legislative approval for new policies and laws, No-Confidence Motion and Censure Motion which can remove the government if administration fails badly, and

examination of reports submitted by the Comptroller and Auditor General. Through these methods, the legislature ensures that administration works within the law, spends public money properly, and remains responsive to the needs of the people.

Q7. What do you mean by Delegated Legislation? Discuss its importance in administration.

Delegated Legislation, also known as subordinate legislation, refers to the power given by the legislature to the executive or other bodies to make detailed rules, regulations, orders, and bye-laws under the main Act passed by the legislature. The legislature lays down the broad framework and principles in the Act, while the administration fills in the details through delegated legislation.

Delegated legislation has become very important in modern administration for several reasons. First, the legislature does not have enough time to make detailed rules for every technical matter. Modern laws on subjects like environment, health, education, and technology require detailed technical provisions that cannot be discussed in Parliament. Second, administrators and experts possess the necessary technical knowledge and practical experience to frame workable rules. Third, delegated legislation provides flexibility and speed. Rules can be made, amended, or withdrawn quickly according to changing circumstances without waiting for a new Act of Parliament. This was clearly seen during the COVID-19 pandemic when many guidelines and rules were issued under existing laws.

Fourth, it allows experimentation. New policies or methods can be tried through rules on a limited scale and modified based on experience before being given permanent shape. Fifth, the volume of work in a welfare and regulatory state is so large that it is impossible for the legislature to handle everything directly. However, delegated legislation also has dangers. There is a risk of excessive delegation, arbitrary rules, and reduction in parliamentary control. Therefore, proper safeguards such as laying rules before the legislature, publication in the official gazette, and judicial review are necessary to prevent misuse.

Q8. What do you mean by New Public Administration? Discuss its main features.

New Public Administration (NPA) emerged in the United States in the late 1960s as a movement to reform the study and practice of Public Administration. It was a reaction against the traditional classical approach which emphasised efficiency, formal structure, and value-neutrality. The movement was formally launched at the Minnowbrook Conference in 1968 organised by Dwight Waldo.

The main features of New Public Administration are as follows. First, it emphasises Social Equity. Administration should not remain neutral but should actively work to reduce inequality and help the poor, marginalised, and weaker sections of society. Second, it stresses Client Orientation. Citizens should be treated as clients whose needs and satisfaction are important, rather than as passive subjects. Third, it advocates Decentralisation and Participation. Decision-making should be decentralised and citizens as well as lower-level employees should be involved in the process. Fourth, it has a Change Orientation. Administration should act as an agent of social change and not merely maintain the status quo. Fifth, it emphasises Relevance. The focus should be on solving real societal problems such as poverty, discrimination, unemployment, and injustice rather than only on procedural efficiency.

Sixth, New Public Administration openly accepts that administration is not value-free. It has values and should consciously promote values of justice, equity, and human dignity. The influence of NPA can be seen in India in the rights-based approach adopted in laws like the Mahatma Gandhi National Rural Employment Guarantee Act, the Right to Education Act, and the National Food Security Act. These laws treat citizens as rights-holders and administration as duty-bound to deliver services. New Public Administration thus made the discipline more humane, relevant, and socially conscious.

Q9. What do you mean by 'Public Policy'? How is a policy formulated in India?

Public Policy refers to the course of action or inaction deliberately chosen by the government to address a public problem or achieve a public goal. It includes laws, schemes, programmes, guidelines, and

decisions taken by the government at various levels. Public policy is what the government actually does or does not do about issues such as education, health, poverty, environment, and infrastructure.

Policy formulation in India is a complex process involving multiple stages and agencies. The first stage is Problem Identification. Issues come to the attention of the government through media reports, public protests, expert studies, reports of commissions, or political manifestos. The second stage is Agenda Setting. The government decides which problems deserve priority and should be taken up for policy action. The third stage is Policy Drafting. Concerned ministries, NITI Aayog, expert committees, and think tanks prepare draft policies after consultations with stakeholders, states, and experts. The fourth stage is Political Approval. The draft is discussed in the Cabinet or Cabinet Committees and, if required, in Parliament. The fifth stage is Implementation by the administrative machinery at various levels. The final stage is Evaluation and Feedback. The policy is reviewed through audits, reports, and public feedback, leading to modifications or continuation.

Major agencies involved in policy formulation include NITI Aayog (which acts as the premier policy think tank), concerned ministries and departments, expert committees and commissions, state governments (especially in concurrent subjects), and increasingly, civil society organisations and international agencies that provide research inputs. The National Education Policy 2020 is a recent example of a policy formulated after extensive consultations across the country.

Q10. Write short notes on any two of the following: (a) Co-ordination (b) Environment and Administration

(a) Co-ordination

Co-ordination means the process of bringing together the activities of different individuals, sections, and departments so that they work in harmony towards the achievement of common organisational goals. It is essential to prevent duplication of work, gaps in implementation, conflict between departments, and wastage of resources. Co-ordination can be vertical (between different levels of hierarchy) or horizontal (between departments at the same level). Methods of co-ordination include regular meetings, inter-departmental committees, written instructions and circulars, liaison officers, and modern tools such as e-governance platforms and video conferencing. In India, bodies like the Cabinet Secretariat and NITI Aayog play important roles in inter-ministerial coordination. Effective coordination is one of the biggest challenges in large government organisations.

(b) Environment and Administration

The study of Environment and Administration examines the relationship between administrative systems and their external environment, which includes social, economic, political, cultural, technological, and legal factors. Administration does not function in isolation. It is deeply influenced by its environment and also influences the environment in return. Fred Riggs, through his ecological approach and Prismatic-Sala model, showed how in developing countries the administrative system is affected by traditional social structures, personal loyalties, and political pressures even when modern formal structures exist. For example, the social environment of caste, religion, and regionalism, and the political environment of federalism and coalition politics, significantly influence policy implementation in India. Administrators must understand and adapt to their environment to be effective.

Paper 2 — PGD Pub. Adm. (2) 2023

Q1. Define Public Administration and discuss its scope.

Public Administration can be defined as the organisation and management of the activities of the government for the purpose of implementing public policies and delivering services to the citizens. Woodrow Wilson, in his famous essay, described it as 'the detailed and systematic execution of public law'. It is both an art and a science. As an art, it involves practical skills of management, leadership, and decision-making. As a science, it has a body of principles, theories, and methods that can be studied systematically. It is also considered a profession with its own specialised knowledge, ethics, and career structure.

The scope of Public Administration is very wide and has been expanding over time. It includes the study of administrative theory and principles such as organisation, management, leadership, decision-making, and communication. It covers applied administration in various fields like educational administration, health administration, police administration, revenue administration, rural development administration, and welfare administration. It also includes development administration, which focuses on the role of administration in promoting economic and social development in developing countries. Another important area is comparative public administration, which studies administrative systems of different countries.

The scope further includes public policy analysis — formulation, implementation, and evaluation of policies. Personnel administration (recruitment, training, promotion, and discipline) and financial administration (budgeting, accounting, and audit) are also major parts of the scope. In recent years, the scope has expanded to include e-governance, disaster management, environmental administration, regulatory administration, and administrative reforms for transparency and accountability. In India, the scope covers everything from the functioning of panchayats at the village level to policy making at the national level. It touches the lives of citizens from the issuance of birth certificates to the delivery of old age pensions.

Q2. Discuss briefly the role of Public Administration in a developing state.

In developing countries like India, Public Administration plays a much larger and more active role than in developed countries. It is not merely an executor of policies but a major instrument for nation-building, social change, and economic development. The state in developing countries takes upon itself the responsibility for rapid development because private enterprise and market forces alone cannot achieve the desired pace of progress.

The role of Public Administration in a developing state can be understood under several heads. First, it is responsible for the implementation of development programmes and schemes such as Five Year Plans, poverty alleviation programmes, rural development projects, education for all, and health missions. Second, it plays a crucial role in promoting social justice and equity by protecting the interests of weaker sections through reservations, special component plans, and legal safeguards. Third, it is responsible for building physical and social infrastructure — roads, power, irrigation, schools, hospitals, and drinking water facilities. Fourth, it contributes to human resource development through education, training, and skill development programmes.

Fifth, it maintains law and order and creates a stable environment necessary for investment and economic growth. Sixth, it performs regulatory functions such as controlling monopolies, protecting consumers, ensuring fair trade practices, and regulating various sectors of the economy. However, administration in developing countries faces many challenges including shortage of trained personnel, corruption, political interference, lack of resources, and resistance to change. Despite these difficulties, Public Administration remains the most important tool available to the state for transforming society and achieving development goals.

Q3. Distinguish between Public Administration and Private Administration. Do you agree that the gap between the two is narrowing?

Public Administration and Private Administration differ in several important respects. Public Administration works for the government and aims to serve the entire public, whereas Private Administration works for private companies and primarily aims to serve the interests of owners and shareholders. The purpose of Public Administration is service and public welfare, while the purpose of Private Administration is profit maximisation. Accountability in Public Administration is to the legislature, judiciary, and the general public through various mechanisms, whereas in Private Administration accountability is mainly to the owners, board of directors, and market forces.

The legal framework of Public Administration is provided by the Constitution, statutes, and administrative law, and it operates under strict rules and procedures. Private Administration operates under company law and has much greater flexibility. Financial control in Public Administration comes from tax revenue and is subject to public audit and legislative scrutiny, while Private Administration uses its own or borrowed funds with greater freedom. Personnel management in Public Administration follows civil service rules with security of tenure and emphasis on political neutrality, whereas Private Administration has more flexible hiring and firing and performance-based compensation.

However, it is true that the gap between Public and Private Administration is narrowing in recent times. This is due to the influence of New Public Management ideas which emphasise competition, efficiency, customer orientation, and performance measurement in government. Privatisation, public-private partnerships, and outsourcing have brought private sector practices into the public sector. At the same time, private companies are facing increasing regulation, corporate social responsibility requirements, and public scrutiny. Both sectors are learning from each other, and the distinction is becoming less sharp in practice.

Q4. Examine the Behavioural Method of studying Public Administration.

The Behavioural Approach or Behavioural Method studies Public Administration by focusing on the actual behaviour, attitudes, motivations, and interactions of individuals and groups within administrative organisations. It emerged in the 1940s and 1950s as a reaction against the classical approach which overemphasised formal structures, rules, and principles while ignoring the human element. The approach was influenced by developments in psychology, sociology, and the Human Relations Movement led by Elton Mayo.

The main features of the Behavioural Approach are as follows. First, it studies real human behaviour in organisations rather than formal organisation charts and rules. It examines how people actually behave, make decisions, communicate, and form groups. Second, it focuses on decision-making as the central activity of administration. Herbert Simon's concept of bounded rationality showed that administrators do not always optimise but 'satisfice' — they choose the first satisfactory alternative rather than the best possible one. Third, it examines important aspects of organisational life such as motivation, leadership styles, communication patterns, group dynamics, and the informal organisation that exists alongside the formal structure.

Fourth, the approach uses scientific methods of study including surveys, interviews, observation, experiments, and detailed case studies. Fifth, it rejects the politics-administration dichotomy and recognises that administrators have values and actively influence policy. The Behavioural Approach has made Public Administration more realistic and has contributed significantly to our understanding of motivation, leadership, and organisational behaviour. However, critics argue that it sometimes overemphasises behaviour at the cost of structural and institutional factors.

Q5. What do you mean by Organisation? Explain the different bases of organisation.

Organisation can be defined as the process of identifying and grouping the work to be performed, defining and delegating responsibility and authority, and establishing relationships for the purpose of enabling people to work together effectively in accomplishing objectives. It creates a structure through which the goals of the enterprise are achieved.

Luther Gulick identified four main bases on which organisations can be built. The first is Purpose or Function. Activities are grouped according to the main purpose or function they serve. This is the most common base used in government. For example, we have separate ministries or departments for education, health, agriculture, and defence because each serves a distinct purpose. The second base is Process or Technique. Activities are grouped according to the specialised process, skill, or technique used. For example, all engineering work may be placed in one department or all accounting work may be centralised, regardless of the purpose served.

The third base is Clientele or Persons. Activities are grouped according to the people or clients served. Examples include the Ministry of Women and Child Development, Ministry of Tribal Affairs, or departments dealing with Scheduled Castes and Other Backward Classes. This base helps in focusing attention on specific beneficiary groups. The fourth base is Place or Geography. Activities are grouped according to geographical area or location. Examples include district administration, regional offices of railways or banks, and zonal organisations. This base is useful when operations are spread over large areas and local adaptation is required.

In practice, most large organisations, including government, use a combination of these bases at different levels. For example, a ministry may be organised by purpose at the top level, but its field offices may be organised by area. The choice of base affects efficiency, coordination, and clarity of responsibility.

Q6. Clarify the meaning of Hierarchy and discuss its merits and demerits.

Hierarchy, also known as the Scalar Principle, means the arrangement of positions in an organisation in a graded series from the highest to the lowest, with each lower position being under the control and supervision of the next higher position. It creates a pyramid-like structure with a clear chain of command running from the top to the bottom of the organisation.

The merits of hierarchy are considerable. It provides clear authority and responsibility at each level so that everyone knows who is superior and who is subordinate. It ensures unity of command because each person receives orders from only one boss. It facilitates supervision, control, and discipline throughout the organisation. It promotes order and predictability in operations. It creates a career path for employees and provides motivation through prospects of promotion. It also helps in vertical coordination and communication from top to bottom.

However, hierarchy also has several demerits. It often causes delays and red-tapism because proposals and files have to move up and down through many levels before decisions are taken. It tends to discourage initiative and innovation at lower levels because people wait for orders from above. Information gets filtered, distorted, or delayed as it passes through multiple layers. Excessive hierarchy can create authoritarian behaviour among superiors and a sense of powerlessness among subordinates. It may also create psychological distance and poor communication between the top and bottom of the organisation. In fast-changing environments, rigid hierarchy reduces the organisation's ability to respond quickly. Modern administration therefore tries to reduce unnecessary layers while retaining essential hierarchy for accountability.

Q7. What do you mean by Independent Regulatory Commission? Explain its merits and demerits.

Independent Regulatory Commissions are autonomous statutory bodies established by law to regulate specific sectors of the economy or society. They are designed to be independent of the regular executive departments and political interference so that they can take expert and impartial decisions. They possess quasi-legislative powers (to make rules), quasi-judicial powers (to adjudicate disputes), and administrative powers (to implement regulations).

Examples in India include the Election Commission, Comptroller and Auditor General, University Grants Commission, Securities and Exchange Board of India (SEBI), Telecom Regulatory Authority of India (TRAI), and Central Electricity Regulatory Commission. These bodies regulate elections, audit

government accounts, higher education, capital markets, telecommunications, and electricity respectively.

The merits of Independent Regulatory Commissions are many. They bring specialised expertise to the regulation of complex technical sectors. They provide independence from short-term political pressures and day-to-day interference by ministers. They ensure continuity and stability because they are not affected by changes in government. Their quasi-judicial powers enable fair and professional adjudication of disputes. They protect public and consumer interest in areas where market forces alone may not be sufficient. They bring consistency, predictability, and professionalism to regulation.

However, they also have demerits. They may become unaccountable as they are not directly under elected ministers. There is a risk of regulatory capture where the regulator starts favouring the interests of the industry it regulates. Their jurisdiction sometimes overlaps with ministries, leading to conflict and confusion. Maintaining many separate regulatory bodies is expensive. Their procedures can sometimes be slow and legalistic. There may also be lack of coordination with overall government policy. Therefore, while independent regulators are necessary in modern governance, proper mechanisms for accountability and coordination are essential.

Q8. Discuss the methods of Judicial Control over Administration in a modern democratic state.

Judicial control over administration is an important mechanism in a democracy to ensure that administrative authorities act within the limits of law and respect the rights of citizens. Courts act as guardians of the Constitution and the rule of law by reviewing administrative actions.

In India, the most important method is Judicial Review. Under Articles 13, 32, 136, 142, and 226 of the Constitution, the Supreme Court and High Courts can examine whether any law or administrative action violates the Constitution, particularly the Fundamental Rights. They have the power to declare such laws or actions unconstitutional and void. Another powerful method is the writ jurisdiction under Articles 32 and 226. The courts can issue five types of writs: Habeas Corpus (to secure release from illegal detention), Mandamus (to command a public authority to perform its duty), Certiorari (to quash illegal orders of lower courts or tribunals), Prohibition (to prevent a lower authority from exceeding its jurisdiction), and Quo Warranto (to challenge illegal holding of a public office). These writs provide quick and effective remedies to citizens against arbitrary administrative actions.

Other methods include filing civil suits against the government for damages or injunctions in case of wrongful acts, Public Interest Litigation (PIL) through which courts can take up matters of large public importance even without a traditional aggrieved party, and contempt proceedings to enforce compliance with court orders. Through these methods, the judiciary ensures that administration functions according to law, does not violate fundamental rights, and remains accountable to the Constitution.

Q9. Define leadership in administration. Discuss its importance in administration.

Leadership in administration can be defined as the ability of a person holding a position of authority to influence, motivate, guide, and inspire subordinates and colleagues to work willingly and effectively towards the achievement of organisational goals. It is not merely the exercise of formal authority but involves personal qualities that make people follow the leader voluntarily.

Leadership is extremely important in administration for several reasons. First, it provides vision and direction to the organisation. Without effective leadership, organisations tend to drift and lose focus. Second, it motivates employees to perform at their best even in difficult conditions. Good leaders inspire commitment and dedication beyond mere compliance with rules. Third, it builds team spirit, reduces conflicts, and creates a positive organisational climate. Fourth, it facilitates coordination and effective decision-making, especially in situations of uncertainty and crisis. Fifth, it helps the organisation adapt to change and innovate. In today's fast-changing environment, organisations need leaders who can anticipate change and guide transformation. Sixth, leadership sets the ethical tone and promotes accountability by setting an example.

In modern Public Administration, which is complex and involves multiple stakeholders, technical expertise alone is not sufficient. Leadership qualities are essential at all levels — from the head of a department to a section officer supervising a small team. Good leadership can transform an average organisation into a high-performing one, while poor leadership can lead to low morale, inefficiency, and failure even when resources are adequate.

Q10. Write short notes on any two: (a) Communication (b) Span of control

(a) Communication

Communication is the process of exchanging information, ideas, instructions, opinions, and feedback between individuals and groups in an organisation. It is the lifeblood of administration because without effective communication, coordination, decision-making, and implementation become impossible. In Public Administration, communication can be formal or informal. Formal communication follows the official hierarchy and includes written orders, circulars, official letters, agenda and minutes of meetings, and official emails. It is documented and creates accountability. Informal communication, often called the grapevine, takes place through personal discussions, social interactions, and unofficial channels. It is fast but may not always be accurate.

Communication can also be vertical (upward from subordinates to superiors and downward from superiors to subordinates) or horizontal (between persons or departments at the same level). Effective communication in administration requires clarity, completeness, timeliness, and proper channels. Modern tools such as e-governance portals, video conferencing, and instant messaging have improved speed and reach, but the human element of listening and understanding remains crucial.

(b) Span of Control

Span of Control refers to the number of subordinates that a superior can effectively supervise and control. Classical writers suggested that a superior should not supervise more than five or six subordinates directly. However, modern thinking recognises that the ideal span depends on several factors such as the nature of work, ability and experience of the superior, capability of subordinates, and availability of staff support and technology. A narrow span of control creates a tall organisational structure with many levels of hierarchy. A wide span creates a flat structure with fewer levels. With the use of information technology, delegation, and better training, wider spans of control are now possible. Proper span of control ensures effective supervision without overburdening superiors or creating unnecessary layers in the organisation.

Paper 2 – Principles of Public Administration (2024)

Q1. Discuss the nature and scope of Public Administration.

Public Administration is the organisation and management of government activities aimed at implementing public policies and delivering services to citizens. Woodrow Wilson defined it as the detailed and systematic execution of public law. It is both an art and a science. As an art, it involves practical skills of management, leadership, coordination, and problem-solving in real situations. As a science, it has developed a body of principles, theories, and methods that can be studied, taught, and applied systematically. It is also regarded as a profession with its own specialised knowledge, code of ethics, and career path in the civil services.

The scope of Public Administration is very broad and continuously expanding. It includes the study of administrative theory and principles such as organisation, management functions, leadership, decision-making, communication, and motivation. It covers applied administration in various sectors including educational administration, health administration, police administration, revenue administration, rural and urban development administration, and social welfare administration. Development administration, which focuses on the role of administration in promoting socio-economic development in developing countries, is an important part of the scope.

Comparative public administration studies administrative systems across different countries and cultures. Public policy analysis — including formulation, implementation, monitoring, and evaluation of policies — is another major area. Personnel administration (recruitment, training, promotion, discipline, and motivation) and financial administration (budgeting, accounting, audit, and financial control) form core components of the scope. In recent decades, the scope has further expanded to include e-governance and digital administration, disaster management, environmental governance, regulatory administration, and administrative reforms aimed at transparency, accountability, and citizen-centric governance. In India, the scope ranges from village panchayat administration to national policy making and covers almost every aspect of citizens' lives.

Q2. Discuss the role of Public Administration in a Welfare State.

A Welfare State is one in which the government actively promotes the economic and social well-being of its citizens through various programmes and interventions, rather than leaving everything to market forces. The Constitution of India, through the Directive Principles of State Policy, envisages India as a welfare state. In such a state, Public Administration plays a central and expansive role.

The role can be understood under several dimensions. First, administration is responsible for the formulation and implementation of welfare policies and schemes such as poverty alleviation programmes (MGNREGA), food security (National Food Security Act), health protection (Ayushman Bharat), education for all, housing for the poor, and social security for unorganised workers. Second, it performs the function of redistribution of resources through progressive taxation, subsidies, and targeted welfare programmes to reduce inequality. Third, it protects the interests of weaker sections through reservations in education and employment, special component plans, and legal safeguards. Fourth, it provides public goods and services such as clean drinking water, sanitation, roads, electricity, and quality education and health services that markets may not adequately provide, especially to the poor and marginalised.

Fifth, administration regulates the private sector to prevent exploitation of consumers and workers. Sixth, it empowers citizens through mechanisms like the Right to Information Act and grievance redressal systems. Efficient and honest administration is the delivery mechanism of the welfare state. Without effective implementation by administrators, welfare schemes fail to reach the intended beneficiaries. At the same time, administration in a welfare state must balance welfare objectives with efficiency, fiscal responsibility, and prevention of corruption and leakages.

Q3. Discuss the classical approach to the study of Public Administration.

The Classical Approach, also known as the Traditional or Mechanistic Approach, dominated the study of Public Administration from the late nineteenth century until the 1930s and 1940s. It focused on formal

organisational structures, principles of management, efficiency, rationality, and scientific methods. The approach was influenced by the industrial revolution and the need to manage large organisations effectively.

Several thinkers contributed to this approach. Woodrow Wilson, in his 1887 essay, advocated the politics-administration dichotomy, arguing that administration should be a neutral, non-political function concerned only with the execution of policies made by politicians. Frederick Taylor developed Scientific Management, which emphasised finding the 'one best way' of doing work through time and motion studies, standardisation, and specialisation. Henri Fayol identified fourteen principles of management and described the functions of administration as planning, organising, commanding, coordinating, and controlling. Luther Gulick and Lyndall Urwick popularised the acronym POSDCORB (Planning, Organising, Staffing, Directing, Co-ordinating, Reporting, Budgeting) as the universal functions of the executive and emphasised principles of organisation such as division of work, hierarchy, and span of control. Max Weber developed the ideal type of bureaucracy characterised by hierarchy, rules, impersonality, merit-based recruitment, and career system.

The classical approach made important contributions by bringing systematic thinking to administration. However, it was criticised for being too rigid, ignoring the human and social aspects of organisation, assuming that there is one best way for all situations, and treating administration as a purely technical and value-neutral activity. These criticisms led to the emergence of the Human Relations and Behavioural approaches.

Q4. Discuss Luther Gullick's ideas on bases of organisation.

Luther Gulick, along with Lyndall Urwick, made significant contributions to the theory of organisation in Public Administration. In his famous paper 'Notes on the Theory of Organization' published in 1937, Gulick discussed how the work of government should be organised and identified four main bases of organisation.

The first base is Purpose or Function. According to this, activities should be grouped according to the main purpose or function they serve. This is the most widely used base in government. For example, we have separate ministries for education, health, defence, and agriculture because each serves a distinct purpose. The second base is Process or Technique. Activities are grouped according to the specialised process, skill, or technique used, regardless of the purpose. For example, all engineering work may be placed under one department or all accounting and auditing functions may be centralised. This base is useful when high technical expertise is required.

The third base is Clientele or Persons. Activities are grouped according to the people or clients served. Examples include departments dealing with women and child development, tribal welfare, or Scheduled Castes and Other Backward Classes welfare. This base helps in focusing attention and resources on specific beneficiary groups. The fourth base is Place or Geography. Activities are grouped according to geographical area or location. Examples include district administration, regional offices, and zonal organisations. This base is useful when operations are spread over large territories and local conditions vary.

Gulick noted that no single base is perfect for all purposes and that large organisations usually combine these bases at different levels. He also gave the famous acronym POSDCORB to describe the functions of the executive. His ideas remain influential in designing administrative structures even today.

Q5. What is unity of command? Discuss its advantages.

Unity of Command is a fundamental principle of organisation which states that each employee should receive orders from and be accountable to only one superior. The principle was emphasised by Henri Fayol and other classical thinkers. The basic idea is that if an employee receives orders from more than one boss, it leads to confusion, conflict, divided loyalty, and difficulty in fixing responsibility.

The advantages of Unity of Command are significant. First, it creates a clear line of authority. Everyone in the organisation knows exactly from whom they should take orders and to whom they should report.

Second, it avoids confusion and conflict that arises when two or more superiors give different or contradictory instructions to the same subordinate. Third, it promotes discipline and order throughout the organisation. Fourth, it makes supervision and control easier and more effective because the superior knows exactly whom he or she is supervising. Fifth, it reduces the chances of employees playing one boss against another. Sixth, it helps in fixing accountability clearly. If something goes wrong, it is easier to identify who is responsible. Seventh, it creates a clear chain of command from the top to the bottom of the organisation, which improves overall coordination.

In practice, strict unity of command is sometimes modified, especially in staff-line relationships where staff specialists may give technical advice across the line. However, the principle remains important for operational clarity and accountability in administration.

Q6. What do you mean by public corporation? Discuss its merits.

A Public Corporation is a form of public enterprise established by a special law or statute passed by the legislature to carry out commercial, industrial, or public utility functions in the public interest. It is also called a statutory corporation because it owes its existence to a statute. It has a separate legal personality and greater operational autonomy than regular government departments.

The merits of the public corporation form are considerable. First, it provides operational autonomy. The corporation is free from many rigid government rules and procedures in its day-to-day functioning, allowing quicker decision-making and commercial efficiency. Second, it allows expert management. The Board of Directors and key executives can include professionals and specialists from outside the civil service, bringing in expertise and fresh perspectives. Third, it provides financial flexibility. The corporation can generate its own revenue, borrow funds from the market, and reinvest profits without going through the annual government budget process. Fourth, it ensures continuity and stability. Being a separate legal entity with perpetual succession, it is not affected by frequent changes in government or political instability.

Fifth, it combines public accountability with operational flexibility. While the government can issue policy directions, the corporation has freedom in day-to-day operations. It remains accountable to the legislature through the concerned minister and through audit. Sixth, it is suitable for commercial and industrial activities where both efficiency and public purpose are important. Examples in India include the Life Insurance Corporation, State Bank of India, and various state transport and electricity corporations. The form tries to combine the advantages of commercial efficiency with social purpose and public accountability.

Q7. Define Line and Staff Agencies and discuss differences between the two.

Line Agencies are the primary operating agencies that directly perform the main functions of the government and possess command authority. They are directly responsible for achieving the core objectives of the organisation. Examples of line agencies include the Police Department, Education Department, Health Department, Public Works Department, and District Administration. These agencies directly interact with the public, deliver services, enforce laws, and implement government policies.

Staff Agencies are auxiliary or advisory agencies that exist to support and assist the line agencies. They provide specialised advice, planning, research, coordination, and support services. They do not have direct command authority over the main operations of the line agencies. Examples of staff agencies include the Planning Department or NITI Aayog (in its advisory role), Finance Department (budget and accounts wing), Personnel or Establishment Department, Legal Cell, and Statistics Department.

The main differences between Line and Staff Agencies can be summarised as follows. Line agencies directly perform primary functions while staff agencies provide support and advice. Line agencies possess command authority while staff agencies have only advisory influence. Line agencies are directly responsible for results while staff agencies are responsible for the quality of their support. Line work is operational and field-oriented while staff work is often specialised and headquarters-oriented. Examples of line agencies are police and education departments; examples of staff agencies are planning and accounts departments. In practice, the distinction is not always sharp, and both types of agencies are

essential for effective administration. Good staff support greatly improves the performance of line agencies.

Q8. What is Communication? Briefly discuss the four types of Communication in Public Administration.

Communication is the process of transmitting information, ideas, instructions, opinions, and feedback between individuals and groups in an organisation. It is one of the most important functions of administration because without effective communication, coordination, decision-making, and implementation of policies become impossible. Communication is truly the lifeblood of any organisation.

There are four main types of communication in Public Administration. First, Formal Communication. This is official, structured, and follows the organisational hierarchy and rules. It includes written orders, circulars, official letters, agenda and minutes of meetings, and official emails or portal communications. Formal communication is documented and creates accountability. Second, Informal Communication. This is unofficial and personal. It includes the grapevine (unofficial information networks and rumours) and personal discussions among employees. Informal communication is fast but may not always be accurate or reliable.

Third, Vertical Communication. This flows up and down the hierarchy. Downward communication includes policies, orders, instructions, and feedback from superiors to subordinates. Upward communication includes reports, grievances, suggestions, and feedback from lower levels to higher levels. Vertical communication is essential for control and responsiveness. Fourth, Horizontal or Lateral Communication. This takes place between persons or departments at the same level. It includes coordination meetings between different sections, peer discussions, and inter-departmental collaboration. Horizontal communication is very important for teamwork, avoiding duplication, and solving problems that cut across departmental boundaries. Effective administration requires the proper use of all four types of communication.

Q9. Discuss the methods of legislative control over administration in a democratic state.

In a democratic system, the legislature exercises control over the administration to ensure that it remains accountable to the elected representatives of the people and ultimately to the citizens. Since administrators are not directly elected, various methods are used by the legislature to oversee their functioning.

One of the most visible methods is Question Hour, Zero Hour, and Calling Attention Motions in Parliament and State Legislatures. During Question Hour, ministers answer questions about the functioning of their departments. This forces administrators to remain alert and prepare accurate information. Zero Hour is used to raise urgent matters without prior notice. Another method is Parliamentary Debates and Discussions. Important policies, budget proposals, and specific issues of public concern are debated on the floor of the House. Opposition members critically examine administrative performance and highlight failures or shortcomings.

The most effective and detailed method of legislative control is through Parliamentary Committees. The Public Accounts Committee examines government accounts and spending to detect irregularities and waste. The Estimates Committee examines proposed expenditure and suggests economies. Department-related Standing Committees examine the functioning of ministries in detail. These committees go into matters that cannot be adequately discussed on the floor of the House. Other methods include the requirement of legislative approval for new policies and major expenditures, No-Confidence Motion and Censure Motion which can remove the government if administration fails seriously, and examination of reports submitted by the Comptroller and Auditor General. Through these methods, the legislature ensures transparency, prevents misuse of power, and keeps administration responsive to public needs.

Q10. Write short notes on any two: Supervision, Leadership, Co-ordination, New Public Administration

Supervision

Supervision is the managerial function of overseeing, guiding, instructing, and controlling the work of subordinates to ensure that organisational goals are achieved efficiently and according to established standards. It is a key function at every level of administration. Good supervision includes planning the work, giving clear instructions, providing training and support, monitoring progress, correcting mistakes, and motivating staff. It bridges the gap between planning and execution. Effective supervision ensures accountability, quality, and timely completion of work while also developing the capabilities of subordinates.

Leadership

Leadership in administration is the ability of a person in authority to influence, motivate, and inspire subordinates and colleagues to work willingly and effectively towards organisational goals. It combines formal position with personal qualities such as vision, integrity, communication skills, emotional intelligence, and the ability to handle change and crisis. Good leadership is essential for building team spirit, improving morale, facilitating coordination, and achieving high performance. In modern administration, participative and transformational leadership styles are more effective than purely authoritarian styles.

PGD – Public Administration (2) — 2025

Q1. What do you mean by New Public Administration? Discuss the major events responsible for New Public Administration.

New Public Administration (NPA) is a movement that emerged in the United States in the late 1960s to reform the theory and practice of Public Administration. It was a reaction against the traditional classical approach which emphasised formal structure, efficiency, and value-neutrality. NPA called for a more active, socially relevant, value-oriented, and change-oriented administration that would address real societal problems, especially those affecting the poor and marginalised sections.

Several major events were responsible for the emergence of New Public Administration. First, there was widespread social and political unrest in the United States during the 1960s. The civil rights movement, anti-Vietnam War protests, urban riots in several cities, and student movements on university campuses highlighted deep inequalities and injustices in American society. Second, the existing administrative system was seen as failing to respond effectively to these crises. Traditional administration appeared rigid, slow, and disconnected from the real problems of people. Third, there was growing influence of behavioural and humanistic ideas in the social sciences, which emphasised human values, motivation, and social relevance. Fourth, there was a realisation among young scholars that administration could not remain value-neutral in a society marked by poverty, racial discrimination, and inequality. Administration had to take a stand and work for social justice.

The immediate catalyst was the Minnowbrook Conference held in 1968 at Syracuse University, organised by Dwight Waldo. Young scholars who participated in this conference produced papers that became the foundation of New Public Administration. They emphasised social equity, client orientation, decentralisation, participation, and relevance. Later Minnowbrook conferences in 1988 and 2008 further developed these ideas. The influence of NPA can be seen in the rights-based approach adopted in Indian laws such as MGNREGA, Right to Education Act, and Food Security Act.

Q2. What do you mean by the Principle of Hierarchy? Discuss its merits and demerits.

The Principle of Hierarchy, also known as the Scalar Principle, means the arrangement of positions in an organisation in a graded series from the highest to the lowest level, with each lower position being under the authority, control, and supervision of the next higher position. It creates a pyramid-like structure with a clear chain of command running from the top to the bottom of the organisation.

Hierarchy has several important merits. It provides clear authority and responsibility at each level so that everyone knows who is superior and who is subordinate. It ensures unity of command because each person receives orders from only one boss. It facilitates supervision, control, and discipline throughout the organisation. It promotes order, predictability, and stability in operations. It creates a clear career path for employees and provides motivation through prospects of promotion to higher levels. It also helps in vertical coordination and communication from the top to the bottom of the organisation.

However, hierarchy also has several demerits. It often causes delays and red-tapism because proposals, files, and decisions have to move up and down through multiple levels before final action is taken. It tends to discourage initiative, creativity, and innovation at lower levels because people wait for orders and approvals from above. Information gets filtered, distorted, or delayed as it passes through many layers of hierarchy. Excessive hierarchy can create authoritarian behaviour among superiors and a feeling of powerlessness among subordinates. It may also create psychological distance and poor communication between the top and bottom of the organisation. In today's fast-changing and complex environment, rigid hierarchy reduces the organisation's ability to respond quickly and flexibly. Modern administration therefore tries to reduce unnecessary layers of hierarchy while retaining essential hierarchy for accountability and coordination.

Q3. Critically examine the functions and role of Independent Regulatory Commission in Modern Administration.

Independent Regulatory Commissions (IRCs) are autonomous statutory bodies established by law to regulate specific sectors of the economy or society. They are designed to function independently of regular executive departments and short-term political pressures so that they can take expert, professional, and impartial decisions. They possess quasi-legislative powers to make detailed regulations, quasi-judicial powers to adjudicate disputes, and administrative powers to implement and enforce regulations.

The functions and role of IRCs include rule-making under the parent Act, adjudication of disputes between parties (for example, between service providers and consumers), licensing and monitoring compliance, imposing penalties for violations, conducting inquiries and investigations, advising the government on policy matters in their sector, protecting consumer and public interest, and promoting fair competition and orderly development of the regulated sector. Examples in India include the Election Commission, SEBI, TRAI, Central Electricity Regulatory Commission, and Competition Commission of India.

While IRCs play a very important role in modern administration, they have also been criticised on several grounds. They may become unaccountable because they are not directly under elected ministers. There is a risk of regulatory capture where the regulator starts protecting the interests of the industry it is supposed to regulate. Their jurisdiction sometimes overlaps with ministries, leading to conflict and confusion. Maintaining many separate regulatory bodies is expensive for the state. Their procedures can be slow and overly legalistic. There may also be lack of coordination with overall government policy. Therefore, while independent regulators are necessary in complex modern governance, proper mechanisms for accountability, transparency, and coordination with the government are essential to ensure that they serve the public interest effectively.

Q4. Explain the characteristics of Leadership. How is the trait-theory of leadership different from situational approach?

Leadership in administration is the ability of a person in a position of authority to influence, motivate, guide, and inspire subordinates and colleagues to work willingly and effectively towards the achievement of organisational goals. It combines formal position with personal qualities that make people follow the leader voluntarily. Important characteristics of effective leadership include vision and foresight (ability to see the bigger picture and future direction), integrity and honesty (which builds trust), communication skills (both speaking and listening), decision-making ability (timely and sound judgments even under uncertainty), emotional intelligence (understanding and managing emotions of self and others), motivation and inspiration (energising people towards goals), adaptability and flexibility (adjusting to changing situations), and accountability and courage (taking responsibility and standing by decisions).

The Trait Theory and Situational Approach represent two different ways of understanding leadership. Trait Theory, also called the 'Great Man' theory in its early form, believes that leaders are born with certain inherent qualities or traits such as intelligence, confidence, determination, sociability, and charisma. It focuses on identifying the personal characteristics that make someone a successful leader. However, research showed that traits alone do not guarantee success in all situations, and the same traits may work differently in different contexts.

The Situational Approach, on the other hand, argues that there is no single best leadership style that works in all situations. Effective leadership depends on the specific situation, including the nature of the task, the maturity and capability of followers, the relationship between leader and members, and the organisational context. Leaders must adapt their style — whether directive, supportive, participative, or achievement-oriented — according to the demands of the situation. Models such as Hersey and Blanchard's Situational Leadership and Fiedler's Contingency Model belong to this approach. Modern understanding of leadership combines both perspectives: certain traits and qualities help in becoming a leader, but effectiveness depends on the ability to adapt style to the situation.

Q5. Discuss the methods of Judicial Control over Administration in a democratic state.

Judicial control over administration is a vital mechanism in a democracy to ensure that administrative authorities act within the limits of law, respect the Constitution, and protect the fundamental rights of citizens. Courts act as guardians of the rule of law by reviewing administrative actions and providing remedies against arbitrary or illegal actions.

In India, the most important method is Judicial Review. Under Articles 13, 32, 136, 142, and 226 of the Constitution, the Supreme Court and High Courts have the power to examine whether any law made by the legislature or any action taken by the executive violates the Constitution, particularly the Fundamental Rights. They can declare such laws or actions unconstitutional and void. Another powerful method is the writ jurisdiction under Articles 32 and 226. The courts can issue five types of writs to protect citizens: Habeas Corpus (to secure release from illegal detention), Mandamus (to command a public authority to perform its legal duty), Certiorari (to quash illegal orders of lower courts or tribunals), Prohibition (to prevent a lower authority from exceeding its jurisdiction), and Quo Warranto (to challenge illegal holding of a public office). These writs provide quick, effective, and relatively inexpensive remedies.

Other methods include filing civil suits against the government for damages or injunctions in cases of wrongful acts by administration, Public Interest Litigation (PIL) through which courts can take up matters of large public importance even without a traditional aggrieved party, and contempt proceedings to enforce compliance with court orders. Through these methods, the judiciary ensures that administration functions according to law, does not violate fundamental rights, and remains accountable to the Constitution and the people.

Q6. Examine causes for the growth of delegated legislation in modern times. Discuss merits and demerits.

Delegated Legislation refers to the power given by the legislature to the executive or other bodies to make detailed rules, regulations, orders, and bye-laws under the main Act passed by the legislature. The legislature lays down the broad framework and principles, while the administration fills in the technical and detailed provisions.

There are several important causes for the enormous growth of delegated legislation in modern times. First, the legislature does not have enough time to make detailed rules for every technical matter. Modern laws on subjects like environment protection, food safety, medical devices, telecommunications, and education require highly technical and detailed provisions that cannot be discussed clause by clause in Parliament. Second, administrators and technical experts possess the necessary knowledge and practical experience to frame workable and realistic rules. Third, delegated legislation provides flexibility and speed. Rules can be made, amended, or withdrawn quickly according to changing circumstances or emergencies without waiting for a new Act of Parliament. This was clearly demonstrated during the COVID-19 pandemic.

Fourth, it allows experimentation. New methods or policies can be tried on a limited scale through rules and modified based on experience. Fifth, the volume of work in a modern welfare and regulatory state is so large that it is impossible for the legislature to handle everything directly. However, delegated legislation also has demerits. There is a risk of excessive delegation and erosion of legislative power. Rules may sometimes go beyond the scope of the parent Act (*ultra vires*). There is potential for arbitrary or unreasonable rules. Parliamentary control is reduced. Ordinary citizens may find it difficult to know and understand the large volume of rules. Therefore, proper safeguards such as laying rules before the legislature, publication in the official gazette, and judicial review are necessary.

Q7. Define policy-formulation. Discuss the major agencies of policy-formulation in India.

Policy formulation is the process of identifying public problems that require government action, exploring and analysing alternative solutions, and deciding on a specific course of action to be followed by the government. It is the first major stage in the policy cycle, followed by implementation, monitoring, evaluation, and possible termination or continuation. Good policy formulation requires accurate

information, thorough analysis of options, consultation with stakeholders, consideration of political feasibility, and clarity about objectives and resources.

Several major agencies are involved in policy formulation in India. NITI Aayog (National Institution for Transforming India) acts as the premier policy think tank of the Government of India. It provides strategic and technical advice on policy matters, prepares policy documents, and fosters cooperative federalism between the Centre and States. Concerned Ministries and Departments play a central role. For example, the Ministry of Education was the nodal agency for formulating the National Education Policy 2020. They prepare draft policies based on their domain expertise and consultations. The Cabinet and Cabinet Committees give final political approval to major policies. Expert Committees and Commissions are often set up for specific policy areas. State Governments play an important role, especially in concurrent subjects like education, health, and agriculture. Civil Society Organisations, NGOs, Think Tanks, and sometimes international organisations also provide research inputs, advocacy, and feedback during the formulation process. The formulation of the National Education Policy 2020 involved extensive consultations across the country over several years.

Q8. What do you mean by Supervision? Discuss different methods of supervision.

Supervision is the managerial function of overseeing, guiding, instructing, monitoring, and controlling the work of subordinates to ensure that organisational goals are achieved efficiently, effectively, and according to established standards and timelines. It is a key function at every level of administration and bridges the gap between planning and actual execution of work.

Different methods of supervision are used depending on the situation, nature of work, and characteristics of subordinates. Direct or Close Supervision involves personal observation, frequent checking, and detailed direction by the supervisor. It is suitable for new, unskilled, or inexperienced staff but may create dependency and resentment if overdone. General or Loose Supervision involves setting broad goals and guidelines while leaving the details of how the work is done to the subordinates. It promotes initiative, responsibility, and creativity and is suitable for skilled and motivated staff. Inspection-based Supervision involves periodic checks, surprise visits, and formal inspections. It is commonly used in government departments and educational institutions. Report-based Supervision requires subordinates to submit periodic progress reports which the supervisor reviews and provides feedback on. Exception-based Supervision or Management by Exception means the supervisor intervenes only when performance deviates significantly from standards or when problems arise; routine matters are handled by subordinates themselves. Participative or Team Supervision involves the supervisor working as part of the team, involving members in decisions, and building collective responsibility. Choosing the right method according to the situation improves both performance and employee morale.

Q9. Discuss the behavioural approach to the study of Public Administration.

The Behavioural Approach studies Public Administration by focusing on the actual behaviour, attitudes, motivations, interactions, and decision-making processes of individuals and groups within administrative organisations. It emerged in the 1940s and 1950s as a reaction against the classical approach which overemphasised formal structures, rules, and principles while largely ignoring the human and social aspects of organisation. The approach was influenced by developments in psychology, sociology, and the Human Relations Movement.

The key features of the Behavioural Approach are as follows. First, it studies real human behaviour in organisations rather than formal organisation charts and written rules. It examines how people actually behave, communicate, form groups, exercise leadership, and make decisions. Second, it focuses on decision-making as the central activity of administration. Herbert Simon's concept of bounded rationality showed that administrators do not always make perfectly rational decisions due to limited information, time, and cognitive capacity; instead, they 'satisfice' — they choose the first satisfactory alternative. Third, it examines important aspects of organisational life such as motivation, leadership styles, communication patterns, group dynamics, informal organisation, and organisational culture. Fourth, the approach uses scientific methods of study including surveys, interviews, observation, experiments, and detailed case studies. Fifth, it rejects the strict politics-administration dichotomy and recognises that

administrators have values and actively influence policy outcomes. The Behavioural Approach has made Public Administration more realistic and has contributed significantly to improving motivation, leadership, and human resource management in organisations.

Q10. Write short notes on any two: Sala Model, Auxiliary Agencies, POSDCORB, Management

Sala Model

The Sala Model is part of Fred W. Riggs' Prismatic-Sala Model developed in the field of Comparative Public Administration. Riggs used the term 'prismatic' to describe transitional societies that are moving from traditional (fused) to modern (diffracted) stages. In such societies, the administrative sub-system is called 'Sala' (a Spanish word meaning a hall or office). Unlike the specialised and impersonal 'bureau' in developed societies or the completely fused 'chamber' in traditional societies, the Sala is characterised by formalism (official rules exist on paper but are not followed in practice), heterogeneity (modern and traditional elements coexist), and overlapping (administrative functions are mixed with social, political, and personal considerations). The Sala Model helps explain many features of administration in developing countries like India, including inefficiency, corruption, particularism, and the gap between formal structures and actual behaviour.

Auxiliary Agencies

Auxiliary Agencies, also called staff or support agencies, are those that assist the main line agencies by providing specialised services and support rather than directly performing the primary functions of the government. They include planning cells, finance and accounts departments, personnel or establishment sections, legal advice cells, statistics and research wings, and coordination bodies. Their role is to improve the efficiency and effectiveness of line agencies through expertise, planning, resource support, and specialised services. They do not have direct command authority over operations. Examples include NITI Aayog in its advisory role, the budget wing of the Finance Ministry, and establishment sections in departments. Auxiliary agencies are essential for modern complex administration.

— *End of Model Answers* —

These answers are prepared for educational purposes. Each main answer is approximately 450–550 words. Students are advised to read standard textbooks for deeper understanding, supplement with current examples, and practice writing in their own words for examinations.