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TEST 01

PUBLIC ADMINISTRATION

85.5

~~A. Pandey~~

1(a) Wilson gave themes for study of public administration, in the backdrop of administrative inefficiency due to spoils system.

The main ideas were:

- 1) The science of administration
  - scientific principles
  - scientific merit based recruitment and training of officials
- 2) Administration should be less unbusiness like i.e., business approach of efficiency, promptness
- 3) politics - administration dichotomy
  - Institutional distinction - Legislature (politics), executive (administration)
  - functional - policy formulation vs policy implementation
- 4) Comparative study of PA with regard to local context.

Dalio called his ideas as being at odds with Constitution because his ideas shifted base of public administration away from politics i.e away from constitutional values of equality, liberty, etc.

However, Weber did not completely denied values as he later noted in his works that politics and administration cannot be completely separated.

Structure is not proper

3

1. b) Dahl has challenged the 2nd paradigm of principles (1927-37) in PA disciplinary evolution.

### Three problems

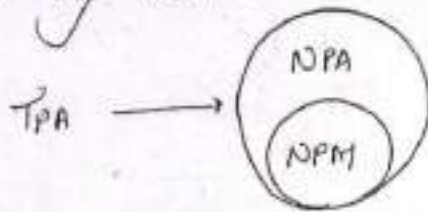
- 1) The universality of principles is unscientific as they are not based on empirical studies, rather based on observation and experience of practitioners like Taylor, Fayol, etc.
- 2) There is lack of comparative learning of public administration, as ecology of administration is not given due importance.
- 3) He also, rejected dichotomy suggesting that to have scientific and i.e. science of administration, means should also be scientific, whereas dichotomy is vague & unscientific.

- critical appraisal is required in analysis

3/12

These observations of Dahl, were quickly supported by Waldo, Simon and other scholars, and finally PA study of research rejected dichotomy and focused on CPA.

1.0) NPA was a development over TPA, whereas NPM developed in broad paradigm created by NPA.



NPA emerged from phenomenology as evident from:

1) In response to USA's problems like debacle in Vietnam war, urban riots, black American movement, administrative inefficiency, etc.

2) Scholars of PA led by Waldo, tried to overcome these issues and PA more relevant to societal problems.

NPM on the other hand, emerged in 1970s, 80s due to legitimacy crisis of welfare state, financial crisis, etc.

NPM developed from various ideological pushes (PCA, CT, Neo-liberalism, privatisation) and political stimulus under Reagan & Thatcher administration.

Thus NPA was derived from phenomenology, whereas NPM from ontology.

Elaborate the key aspects in discussion.  
Discuss Normative & Empirical.



b) Public administration does not have a universally accepted definition, largely because of its dynamic nature.

This can be witnessed as one progresses through various paradigms.

Dichotomy Era, defined PA as action arm which implements Public policy.

Era of principles (1927-37), gave it more generic perspective by making it universal  
e.g. Loyal's Industrial & General Administration

Later when Simon, Dahl challenged universality of principles & dichotomy, they made it science of PA. However, it remained ill-defined & confusing.

Later, with NPA, NPM and good governance, the scope of PA further changed.

Thus, ~~the~~ locus & forms of PA continued shifting throughout its evolution; In fact subject matter view of PA, makes it almost impossible to define PA.

However, rather than focusing on definition, as students of PA, one should focus on its nature and scope - to understand its functions & applicability - to cater to societal needs.

- Subject orientation is to be specific and justify the question statement

H



3(a) Weber developed theory of domination, which provided a base for his bureaucratic theory.

Weber has emphasised on terms power and Authority in his work. In fact, he defined administration as a process of exercising authority.

Weber gave three types of authority / domination

- i) Charismatic
- ii) Traditional
- iii) Legal rational ; and he explained these in terms of legitimacy and apparatus of authority.

<u>Traditional</u>	<u>Charismatic</u>	<u>Legal-Rational</u>
1. <u>Appearance</u> : Customs, practices, traditions followed over ages.	The followers of the leader	Law, rules & regulations
2. <u>Legitimacy</u> : Because it has been done in the past, thus obligatory	the awe of personality of the leader	There is <u>logic</u> and <u>rationality</u> in it.
3. For example Patrilineal Patriarchal Patrimonial	Leaders like spiritual gurus, political leader like <u>Gandhi</u>	<u>Bureaucratic hierarchy</u> in organisation

Of the three, Weber promotes legal-rational authority to be fit for

functioning of democracy, because of limitations  
of Traditional & Charismatic authority:

↳ Hereditary rulers or dictators, not fit

↳ for democracy  
↳ Oppressive in nature

↳ promotes vested interests and not of public

↳ leaders may promote negative things like religious domination, etc.

↳ Lack of regularity & permanency as not all leaders have charismatic personality.

Moreover, both have element of paucity, irregularity and oligarchy and autocratic tendencies which are not fit for democracy. e.g. monarchies in West-Asia, Saddam Hussain in Iraq, Mao Zedong in China are examples how Traditional & Charismatic authority have curtailed democracy.

Thus, legal-rational authority which is implemented through bureaucracy provides an 'Iron cage' of rationality, which promotes democratic functioning of government.

Though Weber, cautioned about bureaucracy becoming institutional from being instrument, ~~the~~ he suggested representative democracy as the solution. Thus, legal-rational authority is conducive for democracy.

- Elaborate the key components / critical features  
- Identify various obstacles



3(b) Taylor came up with his principles of scientific management to overcome inefficiency & wastages in post-industrialization industries.

When Taylor observed the working at Bethlehem steel factory, he witnessed the phenomenon of soldering. i.e. deliberate reduction in one's productivity.

The underlying reasons were:

- 1) No incentive to produce more as wages were fixed
- 2) Workers thought if they become more productive, some of them would become surplus and thus be fixed.

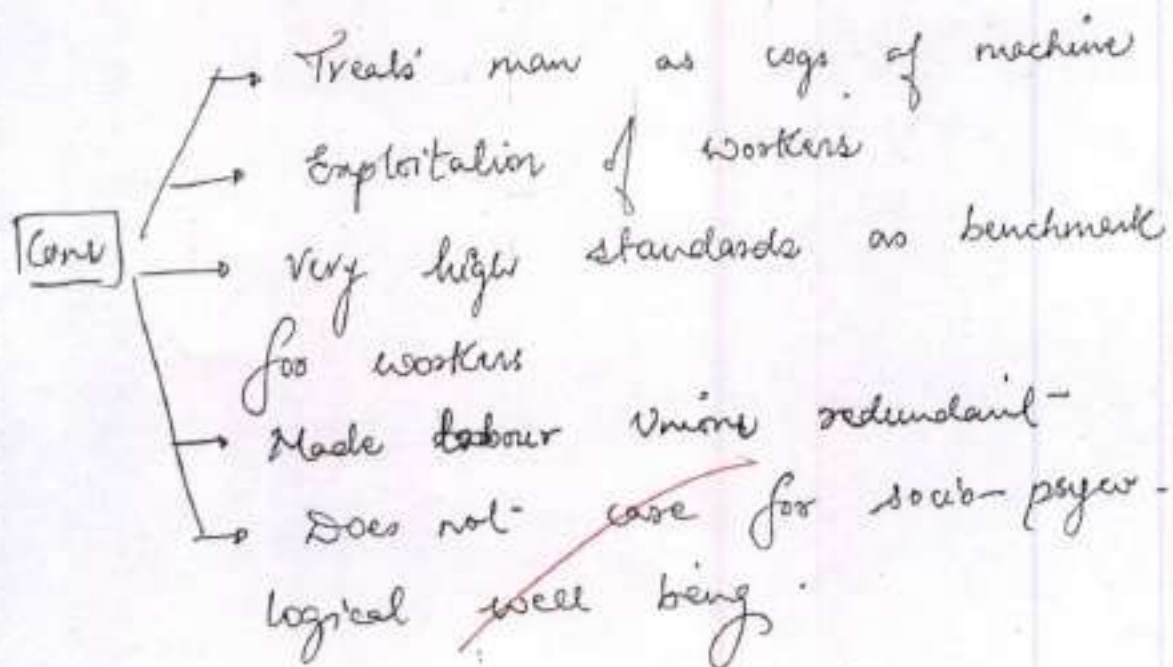
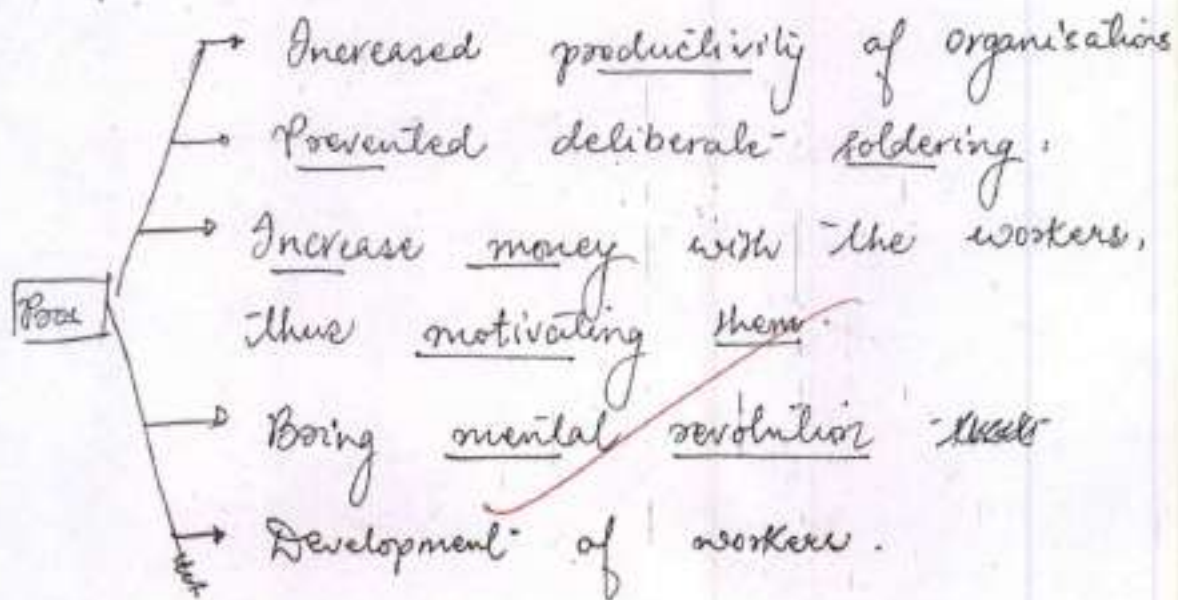
In order to overcome this problem, Taylor came with his first paper in 1895 - The piece rate system.

This system was based on his belief of rational-economic man, where he believed that man is motivated by money. The system had following features

- 1) A minimum fixed wage for minimum work set as a benchmark after work measurement & method study.
- 2) Above this minimum, workers would be given additional wages per product.  
e.g. If he makes 8 chairs a day he will receive min wage, and for 9 & 10<sup>th</sup> chairs he make he receive extra money. Thus, motivating to

produce more.

However, system has its own pros  
and cons



Thus, Taylor's principle did solve the problem of soldersing, but in turn gave rise to new problem of soia- psychological well being of workers. Therefore, Taylor created base for behavioural & human relations approach to organisations.

- Structure is not
- Proper
- Summarize the pros & cons
- Brief about Taylor's Differential Rate System





5(9) Simon, while explaining his bounded rationality model, explained concepts of social man, economic man and administrative man.

Economic man

- 1) Focus on complete rationality
- 2) Believe in access to complete information, all alternatives, unlimited time, money & brains.

Administrative man

- 1) Understands limits to rationality
- 2) Is aware of limitations to information, time, money, & brains.

Social man

- 1) Debates rationality, in favor of emotions.
- 2) Includes values in decisions, instead of facts.

Simon advocates administrative man over other two, and terms his efforts for rationality as satisficing.

H

Use examples  
whenever  
required

From, above one can conclude that social man is not a subset of economic man, rather he lies at other extreme.

5. b. Follett's ideas are based on her personal beliefs and thoughts, devoid of any practical experience. Thus, they reflect idealism.

Idealism in her ideas is visible at many instances . e.g.

1) Her idea of authority based on situation and function, not promotes position. However, this kind of authority not applicable at lower levels say Group C + Group D employees.

2) Similarly, constructive conflict is also more ideal than real. p.g. issues in resolving employer-employee disputes.

3) Similarly, leadership of function has also limitations.

Thus, her ideas being behavioural in nature, could not adjust well in organisational structure at all levels and in all circumstances.

However, some of her ideas are very relevant despite being ideal like deliberative democracy. 73<sup>rd</sup> & 74<sup>th</sup> amendments are pursuit of this idea only.

Critical perspective is missing in the analysis

12  
S

5. c) Public opinion dictates the modern era  
governance.

Legislations in a democracy are usually  
a reflection of public opinion. Especially  
in era of good governance, citizens, and  
civil society set the agenda for  
legislation and policies - e.g. MKSS and  
RTI, India against corruption and  
Jan Lokpal.

However, it is important that when  
legislations are made, they are in  
sync of public opinion. To elaborate,  
people are ready to adapt and  
adopt to new changes. e.g. The  
legislations over People Palag is more  
acceptable after SC judgement.

Emphasis  
needed.

- Evaluation of art  
theme is to be  
more structured.



5 d) Gulick and Dickson were first scholars to directly link management theories to administration.

True democracy is where, administration, works for the people, by the people, and is administration owned by the of the people. Such an democracy would have features of

- 1) Representation
- 2) deliberation with public i.e., value of public opinion.
- 3) Democratic institutions & rights.
- 4) Efficiency in functioning.

Elaborate

In fact efficiency is most important. e.g. poor administrative efficiency would result in poor human resource development, and wastage

of scarce public resources.

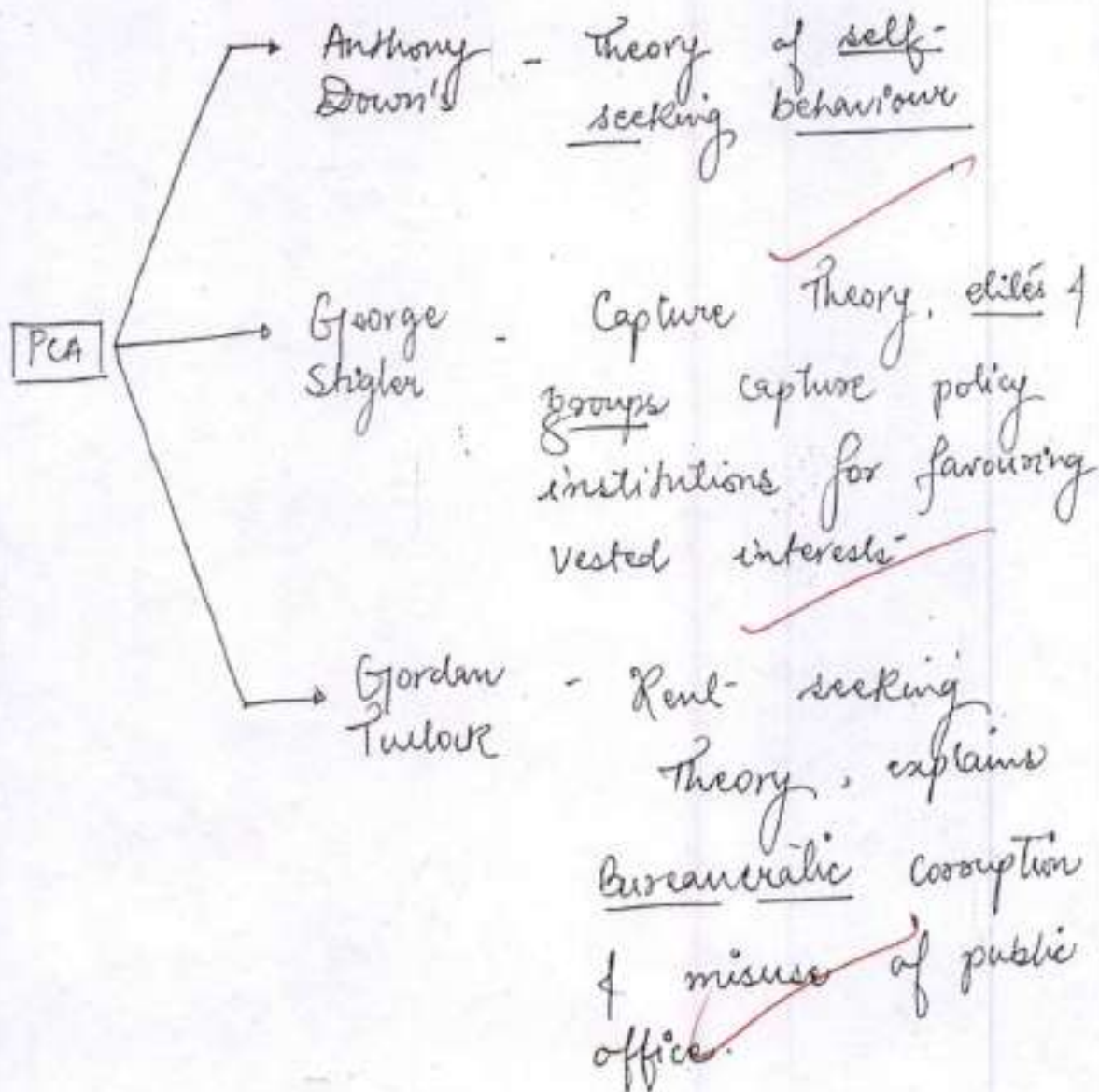
Issues like poverty, ill-health, illiteracy, crimes, etc. threaten the rights given by democracy.

Nonetheless, equality & equity should be features of democracy. However, equality & good governance even require efficiency & economy.

- Examples must justify context

1/2  
3

5. e) Public choice approach is the application of principles of economics to the field of public policy making.



PCA explains how decision-making in public institutions is actually in favour of particularistic interests of politicians, corporates, or bureaucracy, but not in favour of public.

PCA, thus advocates greater choice to citizens by creating institutional multiplicity, by giving larger role to market.

PCA thus advocated Neo-right-philosophy.

Structure is missing in analysis





7(a) Chris Argyris studied Organisation and its environment - and advocated participative management.

Argyris was a behavioural scholar, who studied two aspects of organisation. i.e., 'need of individuals' and 'need of organisation'. Through his study, he concluded that because of mis-match between individual & organisational needs, there occurs Organisational Incompetence, resulting from

- 1) Incongruence between needs of matured personality and requirement of formal organisation
- 2) The problems of interpersonal interaction
- 3) The problems of structure of organisation.

Thus, organisational incompetence has two separate and distinct faces. To be more clear, he gave maturity -

• immaturity theory.

Immature  
personality

1. Passive
2. Dependence
3. limited behaviours
4. Shallow thinking
5. Sub-ordinal role
6. lack of self-awareness
7. Short-term perspective

Mature  
personality

- Active
- Independence
- Multiple behaviours
- Deep thinking
- Super-ordinal position
- Self-awareness of self control
- long term perspective

Argyris noted that modern organisations are manned by mature personalities, however, management still treats them as immature personality following rather

Theory X cosmology of McGregor, denying him opportunities of participation, innovation, distinction, prestige, etc.

Argyris suggested following strategies to counter this:

- i) Fusion process i.e., simultaneous functioning of personalising (achieving individual goals) and socialising (achieving organisational goals).
- ii) Sensitivity training i.e., to make employees develop inter personal competence.
- iii) Organisational learning
- iv) Matrix Organisation i.e., networked organisation based on functions, and not superior-subordinate relations.

Brief about the two faces of organisational incompetence - Elaborate on Prescription of Argysis to collect them.

Q1/2

Thus, Argysis contributed heavily towards achieving efficiency in modern organisations.

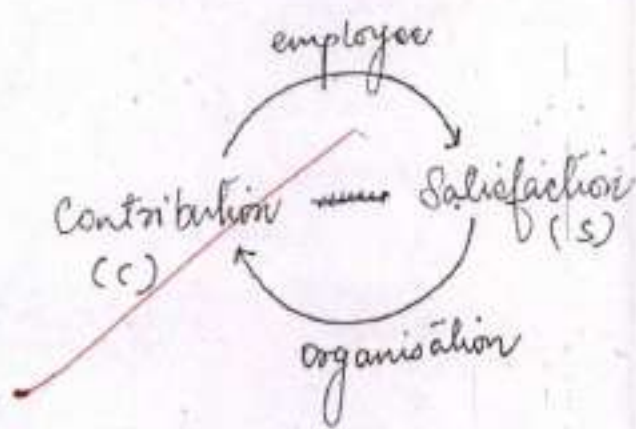
1. b) Chester Barnard through his organisational theory challenged classic mono-motivational man, and suggested that Cooperation is a process, not an outcome.

He defined organisation as consciously cooperative social system (of two or more persons). He explained organisations are held together by a common purpose, and thus demands contribution from workers towards that purpose. To explain this, he gave contribution - satisfaction equilibrium

Theory :

i) contribution is whatever inputs in form of work employees give to organisation.

ii) Satisfaction is what organisation gives to worker in terms of monetary and non-monetary benefits.



$C < S$  destruction

$C = S$  Equilibrium

$C > S$  zero point.

Barnard says that when contribution is in equilibrium with satisfaction, employees remain in that organisation, in any other case;

- i) Individual reduce his contribution, or
- ii) becomes defensive, or
- iii) quits the organisation

Thus, his theory is based on assumption of give-take relationship between individual and organisation.

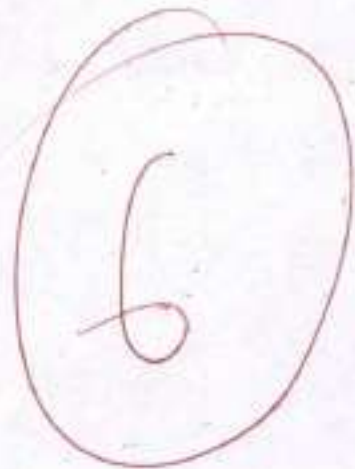
While conceptualising his theory Barnard also explained motivational factors in form of 4 specific & 4 general inducements.

Also, he gave acceptance theory of authority based on force of indifference.

Thus, his theory was not just based on assumption, rather empirical and observational finding of organisational environment.

Barnard has thus, given a rather complete view of organisation - employee relationships.

Elaborate and discuss in detail,



8(a) Follett's ideas are far reaching and goes beyond organisation to the functioning of state.

Follett was a staunch supporter of democracy, as the nature of state should be people-oriented as per her.

However, she was not satisfied with representative democracy, because she felt:

- 1) Representation is short lived
- 2) With voting, the role of citizens come to end.

Thus, Follett was in favour of deliberative and participative democracy. In this regard she observed, "None of

my soul is State". That is, her ideas and belief revolve around the notion of State:

In fact her love for participation is visible throughout her work, be it control, authority, order, or leadership. Even for resolving conflicts she favoured participative deliberation.

Specific content is required in assessment of the question statement





(b) L.D. White's book "The study of introduction to study of PA" in 1926 marked the culmination of politics-administration dichotomy in 1926.

White wanted the base for study of PA should be management, because he wanted to strengthen the paradigm of dichotomy as such:

- i) Administration deals with implementation of public policies, and not formulation.
- ii) Implementation demands efficiency and effectiveness of economy, which management-theories can provide.
- iii) Management would provide scientific approach to administration as desired by Nelson, Goodman, White, etc.

Moreover, starting from a foundation of law would undermine very basis for separate discipline of PA. from political science.

White's work in fact had a significant effect and the next paradigm of evolution of PA i.e., Era of principles from 1927-37 was started.

Management principles of scientific management (Taylor), Management process school (Fayol), POSDCORO (Gullick & Urwick), Mooney & Riley's work, etc. became base for study of administration.

Though later dichotomy was going to be challenged with emergence of new scholars, but it did its initial best fairly well of carving a distinct discipline of PA.

Good attempt!

8/12

8. (c) NPA is the first instance of revitalisation of PA.

NPA emerged in the background of 3 major developments following the crisis in USA like Vietnam war, de facto, black American movement, campus violence, urban riots, etc.:

i) Honey report on Education in Public Service, 1967

ii) Philadelphia Conference on theory and practice of PA, 1967

iii) NAS 1 Conference, headed by Dwight Waldo.

NPA can be summarised as

15 Goals

Relevance

Values

Equity

~~Change~~

Client-focus

3 Anti-goals

Anti-hierarchy

Anti-technical

~~Anti-positivism~~

NPA was more public, than generic as it made politics as the philosophical base of administration, and enriched the PA as political paradigm.

It was less institutional as unlike TPA, it focused on society and its needs. eg. relevance of societal and state issues in administration.

It was normative, as unlike TPA focus of efficiency and economy, NPA focused on values like equity, liberty, etc.

Was it science?

NPA was outcome of 3 above mentioned developments (Honey report, ...), which were experimental, empirical and observational in nature, thus reflecting scientific base.

However if we see it in form of cause-effect relations, principles, etc. it may not stand the ground.

Nevertheless, NPA started a new era of discipline in PA, creating base for new developments towards science of PA.

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- facts are missing in analysis
- Use case studies and examples whenever required.

Q 12

