

~~Answer Part 1~~

66½

→ Need to focus on Core idea of the question.
Content needs to be improved.

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PUBLIC ADMINISTRATION

TEST-01

⊕ Refer to answers

01

(Q)

Administrative theories have played a major role in evolution of public administration as a discipline.

It started with principles of scientific management of F.W. Taylor, principles of industrial management of Henry Fayol, principles by Gullick & Urwick. They are termed as classical schools aiming more on structural and monetary aspects for bringing efficiency. Taylor's principles were spread in German, Russian languages and Fayol's ^{being a} ~~practitioner~~ practitioner was written in French but translated into English.

2

The next school comprises of Human relations, Behavioral theories and participative management theories which were more or less criticized the classical schools. These schools criticized earlier schools as parables, myths, slogans and disconnected, thus creating confusion of logic. For eg: - Fayol's 14 principles were contradictory in them when applied in evolution. Simon, Mayo, Barnard are considered as Behavioral theorists and Argyris, Likert, McGregor considered as participative.

Even the ^{past reference} contemporary theories focusing on matrix organization, Theory O,

→ The answer is a mere elaboration / not analysis.
You're not been able to explore the idea of multiplicity of theories.

Project, virtual organisations have been focusing on efficiency and productivity with competition between them. For ex:- maxx organisation focuses on flat, small organisation which is against Theory O focusing on ownership.

Thus, Administrative Theories despite of their competitive nature, confusion of logics contributed for growth of public Administration.

(b)

Orthodox administration focussed on Structure, Monetary benefits, Top-down, hierarchic, strict superior-subordinate relations, One-way communication^{ex} and Targeted efficiency of organisation.

They thought that monetary benefits would itself suffice for the growth of workers and each worker will improve productivity like Theory X of McGregor.

There is sense of Equality shown with rules like Differential piece rate system which gives wages based on performance thus showing no discrimination. Even Mental revolution that focussed on Co-operation between worker and manager for increasing share the surplus rather than share of surplus shows Equal footing for workers inline with manager.

2

Some principles of. Andrew & Urwick like Decentralisation are based on democratic premises. Henry Fayol's principles like Esprit de Corps (like sense of brotherhood in people of democracy), Initiative, Equity, Representation shows the importance to democratic values which are visible in current democratic society.

Thus, the orthodox schools focused on efficiency by unknowingly ^{based on} giving premises of democracy. [explore their generic nature, political goals remained elusive of actual enquiry]

(C) Globalisation is increased intensification of integration between countries leading to 'Global Village'.

Some theorists like Samer Amin say Globalisation as one-way direction of ^{sphere of} influence developed countries on ~~spheres~~ of developing countries. It is visible in multiple instances of Western influence in aid conditionalities of World Bank and IMF, recent intrusion into Libya, Israel, Afghanistan and Syria in the name of terrorism and oil politics etc.

This is seen as global governance without global government and there is global constitutionalism giving directions to developing countries. It is an instance of

power politics can visible in various multinational companies influencing local level politics. for eg:-
Monsanto seed company on Indian farmer.

Realists say there is a problem of loss of sovereignty, loss of democracy and communities due to the ^{mentioned} above western actions. It is increasingly leading to global politics in the hands of few.

Thus, Globalisation turned as another instance of power politics commanding authority which it doesn't possess actually.

(d) Information Technology and e-governance were used in order to bring efficiency, transparency, openness, predictability and reach of services to people. This has led to replacement of formal bureaucracy i.e. desk bureaucracy which is hierarchy, top-down, rule based to screen level bureaucracy.

It is seen that characteristics of bureaucracy did not vary due to this transformation. Still rule based, and written documents, hierarchy, impersonal. Characteristic visible. for example, recently established on-line RTI portal. It still depends on the

In spite of these changes the human element seems to be central in the bureaucracy.

Street level bureaucracy which follows some procedure for appeals, timeline for response and often officers showing various sections of RTI citing reasons for out of purview ^{of act} when giving information.

Even another example is e-seva in Andhra Pradesh where citizens need to wait for 15 days for getting community certificates despite producing all valid documents. It is the physical verification of officials which is actually delaying process rather than the process flow. This shows street level bureaucracy still plays a role in screen level bureaucracy as well.

Despite of them, IT enabled bureaucracy services have brought some reach and confidence in people due to its information updates.

(e)

NPA-I & NPA-II

NPA-I

1) It was formed in the backdrop of the turmoil in America like Vietnam crises etc.

2) It was mainly reactionary, confrontantist, radical

3) Attended mostly by young scholars with small minority

4) rejected behavioral approach

NPA-II

1) It was formed under influence of global world. ^{Free market, state intervention}

2) It was pragmatic, realistic

3) mostly by experienced and old scholars

4) rejected behavioral approach but appreciated

3 1/2
fair

5) Tried to bring major change in public administration with due focus on America

6) Relevance, value, Social Equity, Change are promoted as values.

5) not major but well thought, pragmatic solutions to problems

6) Accepted values of NPA-I and added Constitutions, Leadership, Technology, Governance which created new hope diversity intellectual parochialism

5

2

Herbert Simon is a behavioral Theorist who is famous for his Decision making, Bounded rationality. He says Administration is series of Decision making which includes fact and values. Each day He introduced differentiation of means-end paradigm and connected with fact value.

a) Decision has both means and end.

b) Fact dominates the means and value end is premised on value or preferences.

c) Fact is measurable and objective whereas values are subjective.

d) Fact predominates in decision.

Thus, he formulated decision making on fact-value but he says Science of administration needs to be fact based.

But The efficiency of administration is linked to fact and values ~~as~~ as efficiency.

includes preferences, ethical choices etc.
Efficiency is also linked with quality of decision to. So, values are inherent in the efficiency which in way is different from his postivistic decision making.

07

for eg:- decision on Environmental consequence project like dam should include concerns of displacement of people, forest health not explicit rules.

NPC, NPA,
PCA, Governance
etc.

Despite of this differences, Simon has laid a strong foundation in decision making which is relevant now. He later said Administrative efficiency is better used at lower levels than correcting his logic. → Incorporate →

What developments brought back normative ques.

⑤

Machiavellianism focused on 'Goods'. It says end justifies means. But such type of pragmatism would not be suitable in all situation and contingent on situations.

for eg:- Interlinking of rivers would help in better water efficiency and management of water. It involves destruction of forests, tribal lands, displacement of forests and affects climate change. So, justifying goods and means by goods would have future consequences. Hence, goods justify end is not relevant always.

②

Another example is when a Terrorist is captured and he is brutally punished to get details of the plot.

In this case, one cannot justify cost for procedures, human right violations and App concerns of terrorist as it is important to stop the attack which is disastrous to people. So, end can be justified in this case.

Thus individual needs to choose means and ends justification according to situation.
What are the behavioural implications.

(c) F.W. Taylor^{for} pioneered the scientific management in the principles of administration. He has proposed one best way of doing job, Differential piece rate system, Functional formanship, mental revolution, Soldering, Inventor cutting steel etc.

Scientific management focuses on 'One best way of doing job' and efficiency by bringing scientifically trained workers and the best way.

It lead to ensuring the performance of workers by Time clerk, Inspection boss, Specifications and wages linked to performance by differential piece rate system. This lead to a worker under influence of multiple controls and directions with planning and execution separated levels resembling polyarchy.

It has turned as primitive tool for Industrial polity as it influenced various techniques like Operations research, Queueing techniques and Engineering. Taylor's 'Stop clock' to check the time is used ^{as concept} now for calculating working hours by Swipe in & Swipe out in Software Industry.

It has become basis for Emergence of 'Robotics' and 'Artificial Intelligence' as well. because they negate rule of thumb and focus on automation like ^{Taylor's} cutting steel.

Thus, Scientific management is primitive in Industrial polity.

Art for
Appreciation
of
Wastelands
↓
Capitalist
domination

(d) Super market State focussed on all activities of the welfare of the people. It took the responsibility of steering and rowing which led to financial crisis and crisis of legitimacy of State.

It took all the responsibilities of citizen and directly leading to diminishing coordination and control and Empire building as said by Public Choice theorists.

It paved way for Small & Shony State with the influence of new rights philosophy. Initiatives like NPM, digital governance, e-governance, public choice approach tried to reduce Super market State as 'Steering State'.

What
are
the
characteristics
↓
Breville
illustrations

2

Methodology - Abstraction of reality

(e)

Ideal type is mix of reality ^{and} exaggeration of one's thought which is not close to reality. It is absence of magical element and resembling mix of reality and one's thoughts.

Based on Social Action!

Herrschaft, Gesellschaft, Gemeinschaft

Weber has developed different types of authority under his concept of domination. He has developed his ideal type from legal rational authority which is based on laws and also including his experiences from Germany Society.

His ideal type is constructed as bureaucracy which is body of appointed officials headed by non-appointed head. (Political Control)

He has characterised bureaucracy as hierarchy, impersonal, rule based, sphere of competency, meritocratic, career organisation from the rule based legal rational authority and 'ideal system' prevalent in Germany.

2

Refers to the answer

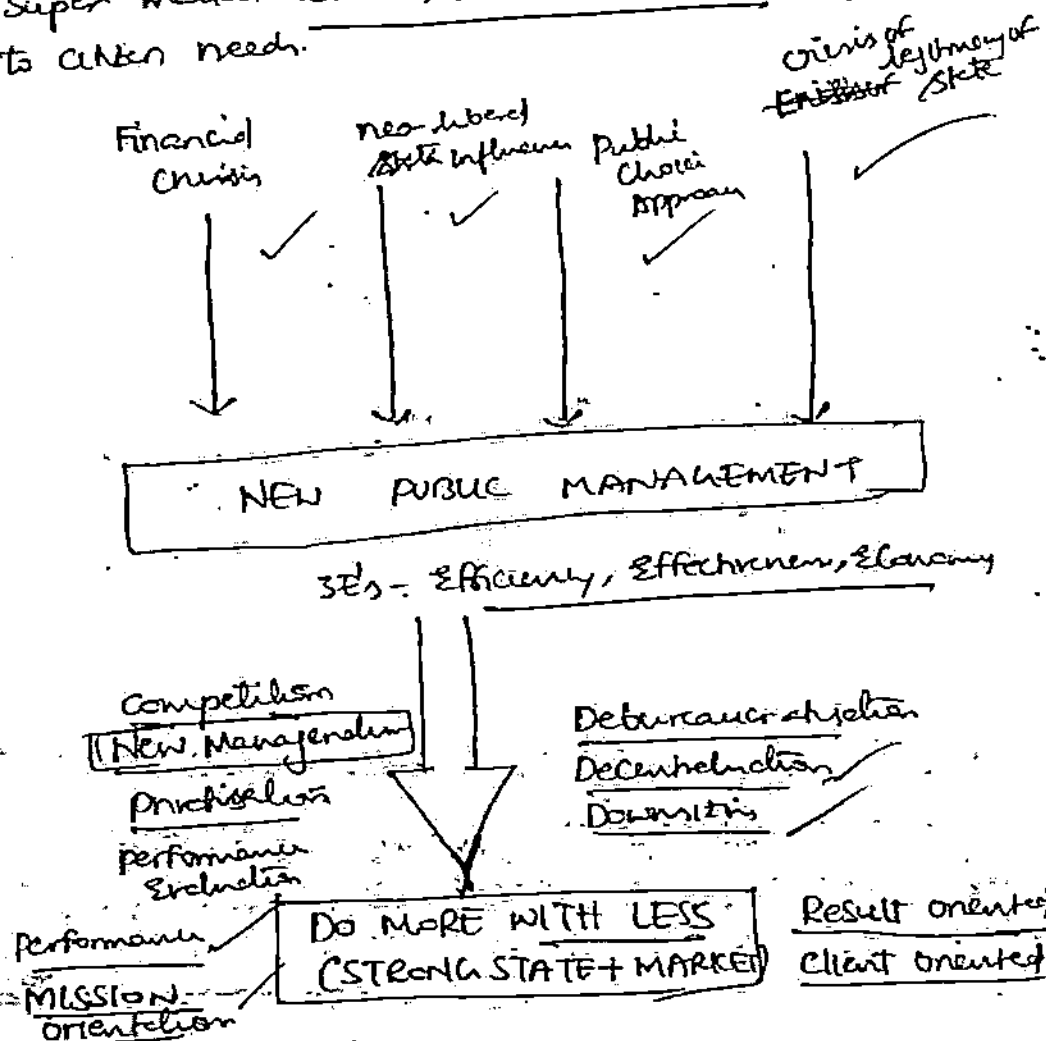
Thus Weber has aptly used ideal type in developing his bureaucracy which is still influential even today.

8

a

Neo-managerialism focussed on new public management which is renewal process of governments under influence of new right philosophy

"Big-democracy" focussed on welfare of the state which has turned as difficult task for state leading to financial crisis and legitimacy of state. The state has turned as super market state, inefficient and unresponsive to citizen needs.



Big state was criticised by public choice theorists and it led to emergence of new public management

3 1/2
good

Osborne
&
Gaebler

Theorists like Anthony Downs, Tullock, Osborne etc focused on 'State should steer rather than row'. It led to bringing market principles, competition, introduction of performance evaluation and management principles and powers given to front line managers focusing on better services. ^{The same} It is conveyed by Christopher Hood & Owen Hughes in NAM. Thus Neo-managers paved way for renewal of state governmentality.

(b) Foucault's has focused on Governance as networked and paradigm that permeates all spheres of life which is away from 'power' and 'Government'.

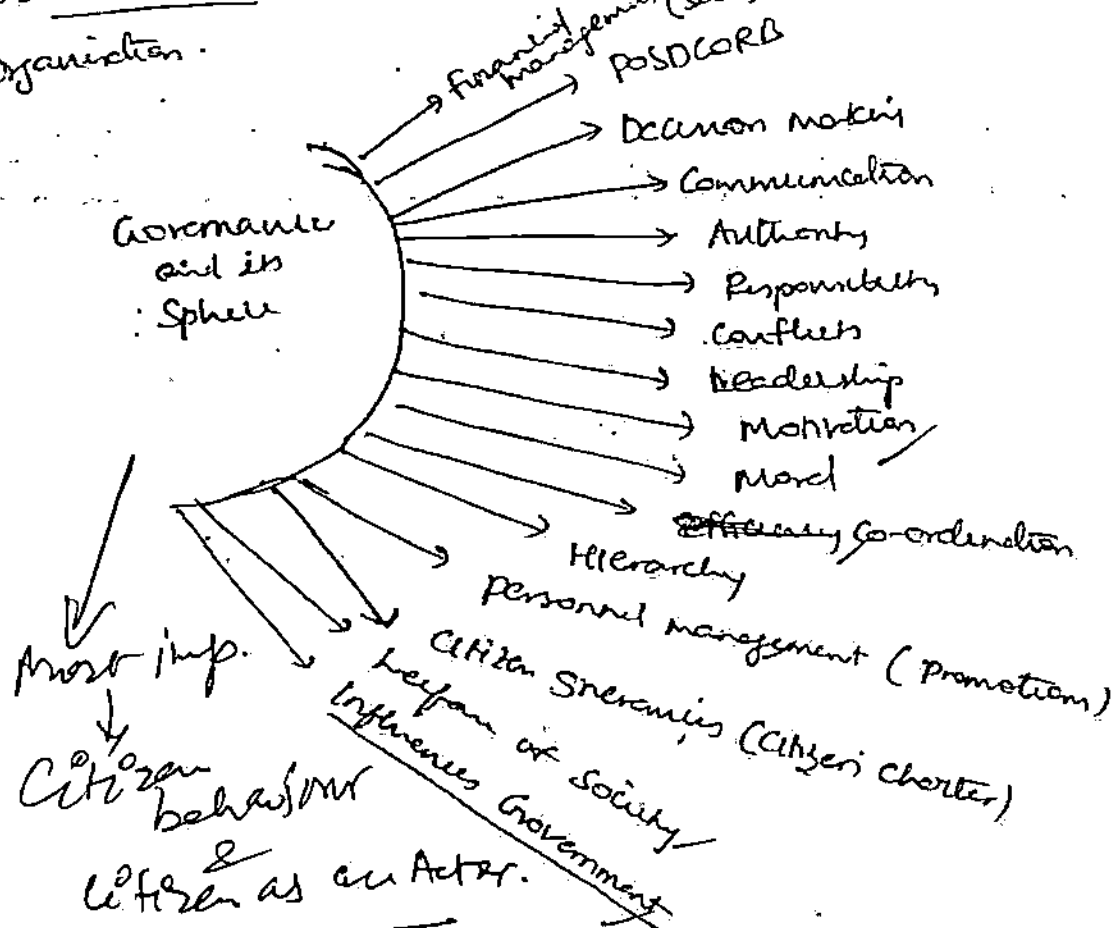
3

Power is right to do things and Government is machinery that provides goods and services. Governance is process as well as resultant decision making. It is present in all the actions of the government.

for example:- Government includes officials, government servants and powers of them are activities they can do based on position they have. Governance includes all processes of government like attendance, performance evaluation, code of conduct etc and also decisions made by the officials in their work like Approvals, asking for clarifications, delegating work etc.

The impact of Governance in the example affect the workers under the official, environment, stakeholders of the work etc. Therefore Governance is ecological. It affect all spheres of the Organisation.

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Therefore, Governance as said by Nicholas Henry is networked and institutional and encompasses all the spheres of organisation right from gast machinery to citizens:

↓ explain the notion of
"governanceability"

↓ The answer is not relevant,
but contents are.
So you've being awarded marks.

(1)
1 1/2

A shift
from
the
Economic
determinism
of
Marx

Critical perspective

Marxist theorists has been ~~not~~ considered
as harsh and rigid as they say
Bureaucracy is an arm of State which
promotes and perpetuates the discrimination
between haves & have-nots.

Unlike the marxists, Neo-Marxists
like Antony Giddens has been quite
liberal. They say that society has
bourgeoisie, white collared workers, petty
coloured workers and proletariats. They
State doesn't act ^{solely} against have-nots.
As there are many interests, Some
times the action of state and bureaucracy
will be antagonistic to have-nots. It
is not always. They have provided
relative autonomy in comparison to marxist
in their views.

(2)
3 1/2

Bureaucracy is characterized by Hierarchy,
Rule-based, impersonal, meritocratic, sphere
of incompetence, larger service, written documents

Peter says hierarchy of
organisation is filled by sphere of
incompetence in reality. The higher levels
of organisation are filled by experience

rather than merit. The senior working in organisation are promoted thus demotivating the lower levels. There is no incentive for lower levels as they too need experience thus leading to lowering the competence. This will lead to inefficiency due to methodological individualism at all levels.

Also the higher levels enrich work on lower levels and lower levels credit the higher level thus perpetuating the incompetence. There is no tolerance in organisation as it includes impersonal, power politics for promotion and thus leading to inefficiency.

for example :- In govt organisations most of the Group 'C' workers resign at age of 51 only as there is no scope of career growth and promotion which is why they are resigning incompetent to take new tasks in mid of career.

Methodological Individualism
— ???

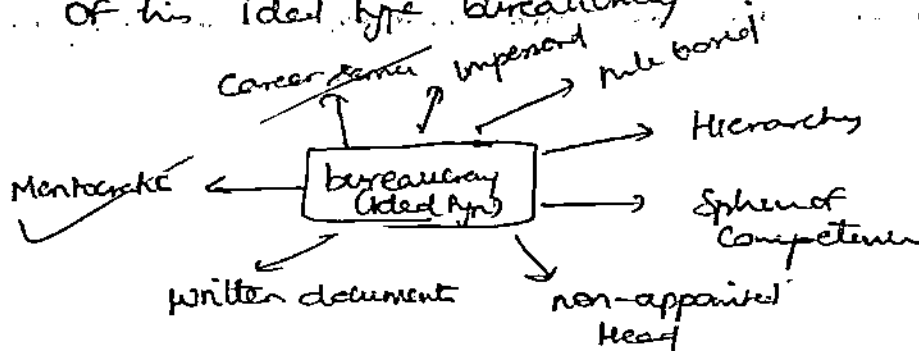
(2)

(a)

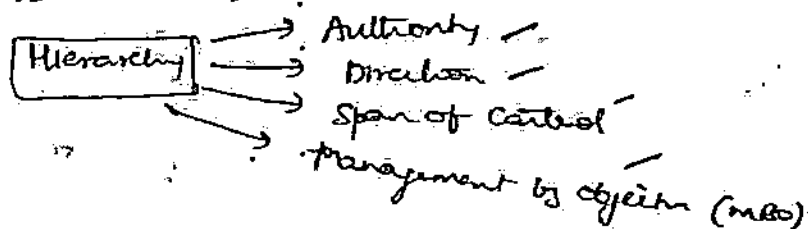
Section-A

Waldo calls it "Paradigm of PA"

Max Weber has been famous for his theory on bureaucracy. Following are the characteristics of his ideal type bureaucracy.



→ Every organization will be having Structure and hierarchy without which the organization would turn as inefficient, wasteful, cruel (as said by Gulick). The Span of Control, order of Command is needed for providing direction to superior subordinates.



→ Also rules and written documents are must for existence of organization. Even the differentiation between private & public organization can be done based on rules.
for e.g.:- New Companies act has rules & regulations for private companies.

Without written documents, there is problem of deviation of rules and organization must have policy, mission, strategy of it. for e.g.:- charter charter

is instruction provided by government organization for citizen. It is the same published by 'Mission' of private companies.

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→ Mentorship is much needed for any organization which needs skilled organization. Without merit, there is wastage of resources, time, training cost etc. It is must for choosing right candidate at right place.

for e.g.: - UPSC recruit civil servant, recruitment drives by software companies to intake talented Engineers.

→ Career Series is much needed for an individual to prolong his position in organization. It is reflected in Organizational chart of the company and promotion details.

for e.g.: - Career series is given in Appointment letter of the candidates who selected citing the duration of becoming Permanent employee, hikes etc.

Also, we can see number of CEOs heading major companies, many of them laterals moving into position in various organization reflecting the Weberian ideal type characteristics.

for e.g.: - recent proposal of Ministry of External Affairs to induce laterals into from private sector.

Therefore, ideal type characteristics are foundational concepts in organization. These are not completely reflected but some of the other way in conceptions of organization.

⑥

Need more clearly
Blackburn's Manifesto was formulated by
Virginia School of thought centered
around American public administration.

They have rejected the 'Small
State and Strong market' consensus which

is prevalent in 1980s. Instead, they advocated

for Strong State which does all action.

They promote to promote Bureaucracy
as fourth organ of state on par with

legislature, executive, Judiciary.

Instead of renewal of government,
they promoted reformation of Bureaucracy
which will suffice the functions of government.

They gave more importance to bureaucracy
thus listing it as Bureaucratic.

It was emerged in 1980s with
world giving more importance to new right
philosophy and advocated steering of
State rather than rowing. But Blackburn
promoted both steering & rowing. It is
thus considered as Post bureaucratic with
respect to time period and implement
that time.

Thus it was bureaucratic & post
Western bureaucratic but largely unsuccessful.

State being
Central to
Society.

Authority being
Central to
governing.

Accepts that
"Admin" is
one of
the
across.

Following
Western
structure.

(C)

Why the monopoly emerges?
↑ consequences for accountability & state action??
William Niskanen is a proponent of public choice approach and has promoted renewal of government under new right philosophy.

6

He says individual is utility maximizer. Bureaucrats are Budget maximizer and politicians are vote maximizer. There is correlation co-ordination between them thus perpetuating the vested interests. This leads to bilateral monopoly as both of them promote their interest not other.

Consequences:- It leads to corruption in the society and problem of collusive corruption will be very high. There would be diversion of public money for their personal interest. Public interest would be severely undermined.

Corruption
deficit
Free riders
rent,
inflation
Policy failures

for eg:- The Maites Scam in Andhra Pradesh which led to arrest of then district collector and politician by CBI. Recent examples of Coal Scam, 2G Scam includes politicians influencing bureaucrats for their interests.

William Niskanen has suggested the following ways for negating it:

- 1) There should be performance evaluation in all spheres of organization.
- 2) Competition needs to be introduced.
- 3) option of Contracting out, outsourcing need to be explored.
- 4) proper monitoring mechanism is implemented.

5) There should be decentralisation put in place and minimums levels of hierarchy need to be put in place.

This is reflected in recent governments idea of ensuring performance and merit of officials and ^{remits of} Corruption Charges by CVC for continuum in organisation. This is a good step for building public trust & promoting public interest.

7

9

Chris Argyis is a participative management theorist who is famous for his motivational paradigm and interpersonal competence.

He has differentiated between motivated and immature workers and there is a incongruence between management style and nature of the worker.

Argyis provides for bureaucratic structure (Theory X of McGregor) against immature organisations and humanistic centered approach against mature organisations (Theory Y of McGregor).

Solutions

→ org. environment,
→ Human interaction.

Humanism

4

Mature Individuals have long term perspective, Independent, Adult activity and they need encouragement from managers in human nature which will improve their productivity. This brings a sense of ^{Self} Achievement as workers effort is encouraged by humanistic managers. They enjoy pleasure in work as they have inherent liking of work.

For eg:- Govt of India has Mature workers but managerial approach is coercive approach like rule based, Top-down approach. As a result they never feel inherently liking in work. A humanistic nature style would bring liking effort & self achievement.

⑥

Sushmita in this scenario has Technical Skills, productive thus she is doing well from formal view of organization.

But her behavior is not fit as per situation and her irritant relations with managers shows she is not doing well from Informal view of organization.

Solution

Identify the possible problems.

- 1) She needs to improve her informal communication, behavior with workers &c. She needs social needs (of Maslow needs hierarchy). In this case she needs T-group training for building her inter-personal competence.

2) The current situation of Sushmita reflects McClelland's theory of motivation on Achievement. She has high ^{motivation} when she acts independently and doesn't want to take chance with others.

She can perform well when she is given autonomy & independent tasks. Manager should give tasks which are independently done.

3) Sushmita has been productive and competent. She needs to be directed by Human Centered leaders who can improve her mindset and relations. Fielders Contingency theories proposes Leader who high on LPC (least preferred coworker) would do wonders for her.

4) Sushmita seems to be affected by things other than work. She should be given she seems like ~~innovative~~ individual of Argyris. So Theory 'Y' of McGregor, Transactional Influence of McGregor, Likert's 'Lucky pin model' and Argyris 'fusion' process would integrate her into organisation very well.

5) It seems her ^{goals} are not set very well as her performance review is not good. She needs to be provided Management by Objective (Peter Drucker) to inculcate her differences to her manager before goals are set.

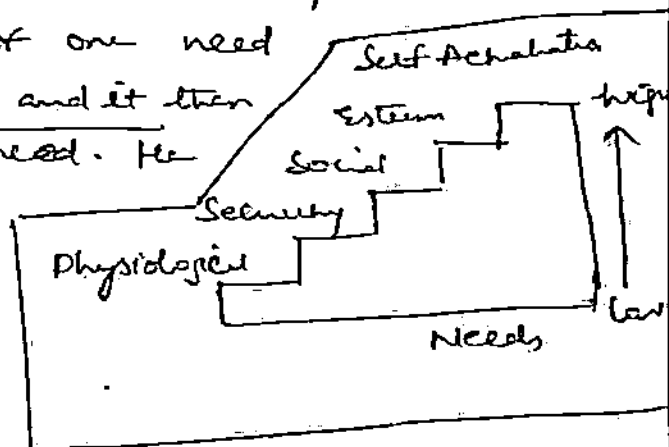
Where is the real problem??

Emotional Intelligence

6

Abraham Maslow has pioneered the theory of motivation and he is famous for his "Need Based Hierarchy" for motivation.

He says motivation is one class of determinant of behavior and behavior is multi influential. So, he proposed prepotency of need. Individual has multiple needs and satisfaction of one need will bring motivation and it then leads to another need. He proposed need hierarchy for motivation which is one determinant of motivation.



Behavior as it is ^{determinal factor} multi-motivational. It varies from culture, ~~to~~ Situation - biologically etc.

1) Culture:- The developed countries have high standards of living and they don't need money. poor countries have high poverty. So people in poor countries are motivated by money and they ~~are happy with~~ feel unhappy and get depressed when they don't get money for survival unlike west.

2) biologically:- people living in cold countries doesn't like heat. They motivate themselves by working in cattle rearing and ~~behavior is~~ when they come to hot areas, they ~~get affected~~ and feel pain and show irritant behavior.

3) Situation :- people in higher level of organization fall stressful behavior due to complex policies. They get motivated by self actualization & esteem needs.

62
fair

Marlow says motivation is ^{one} determinant of behavior and ~~it gets~~ motivation based on needs is not rigid & water-tight. There is scope for individuals to limit the number of ~~needs~~ for motivation.

Thus, Marlow's need hierarchy has focused on behavior in some aspects but it cannot be termed as universal due to cultural, situational differentiation.

Motivation being aspect of behaviour, which is not just goal/need directed. It can be multi-motivated / multi-influenced.