

points of emphasis: (Mohit Bhattacharya)

- ✓ Short term goals
- ✓ intellectual parochialism
- ✓ -ve atti towards biz
- ✓ improve personnel practices
- ✓ tech issues
- ✓ - specs of what govt. should do avoided

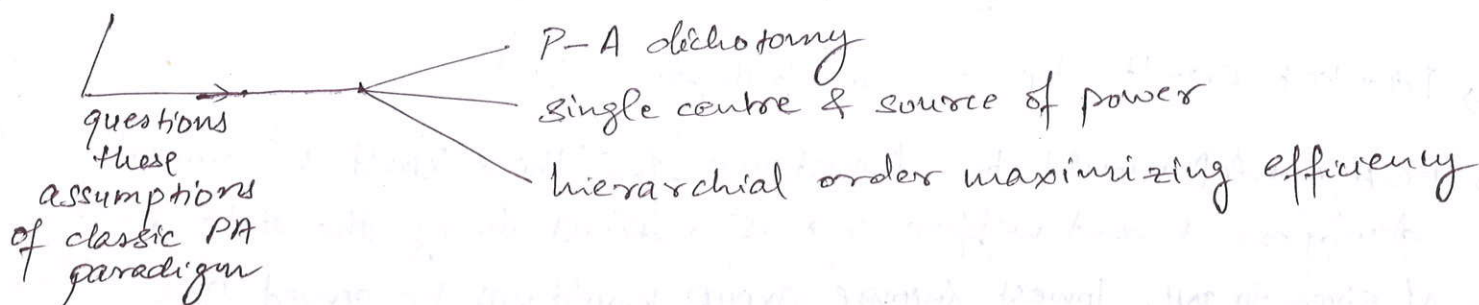
Read conclusion [Pg. 198 MPA 012]

+ NPA evaluation - Pg 197

PUBLIC CHOICE APPROACH (from Runkel Basu)

- ✓ attack on state monopoly in provision of public goods & services
- ✓ actualization of consumer preferences via institutional pluralism in provision of G & S.
- ✓ Buchanan, Tullock, Ostrom, Niskanen
- ✓ Assumptions
 - Individuals act rationally with adequate info & ordered preference
 - Individuals are utility maximizers
- ✓ pub ad within domain of politics as per PCA
- ✓ PCA questions hegemony of politico-administrative combine - "public interest"
- ✓ "administrative egoism" - Bureaucrat: ^{self} aggrandizement, ^{self} seeking utility maximizing

✓ Ostrom: "Intellectual crisis in American PA" 1974



// Aristotle: Men are marked out from the moment of birth to rule or be ruled //

✓ The effort was on rebuilding the discipline and not to lose its identity.

* 3rd Minnowbrook

Rosemary O'Leary
• renaissance of comparative studies - CONTEXT SENSITIVITY

- ✓ need for - decentralized org
 - ✓ dispersed authority
 - ✓ diverse democratic decision-making structures
 - ✓ popular participation in admin.
 - ✓ organizational competitiveness

- PCA recos:
 - ✓ organizational reform
 - ✓ ↓ role of state, discretionary power of politicians
 - ✓ ↓ govt monopoly
 - ✓ constitutional checks on powers of pols. & bure. to run budget deficits or taxation > some level
 - ✓ govt. optional fns like health care & education should be privatized
 - ✓ ↓ size of bureaucracy
 - ✓ fns offloaded, ↓ expenditure, ↑ competitiveness among public agencies

Evaluation of PCA

- ✓ impact on New Right movt. worldwide
- ✓ since 80s : trend: state nominalism, govt. contractionism
- BUT → neither socially inclusive nor offers integrative view of polity & economy
- ↳ assuming bur. is dysful, how would alternative structures best serve 'general interest' ?? (Pvt. sector bodies : pvt. motive)
- ↳ all politicians & bureaucrats not self aggrandizing / self seeking
 - ↳ PCA underplays public-spirit's role in public service.
- ↳ Market can't be a substitute for Govt.
- ↳ PCA model would be disastrous for Third World : crucial development and welfare sectors catered to by the state.
 - if given to pvt., lowest income group would not be served ∞
 - ↓ purchasing power ⇒ excluded from market.

- Public goods $\begin{cases} \text{Non-rival consumption} \\ \text{Non exclusion} \end{cases}$

NRC + exclusion = club goods $\leftarrow$ PCA deals with club goods.

// PCA set the stage for NPM //

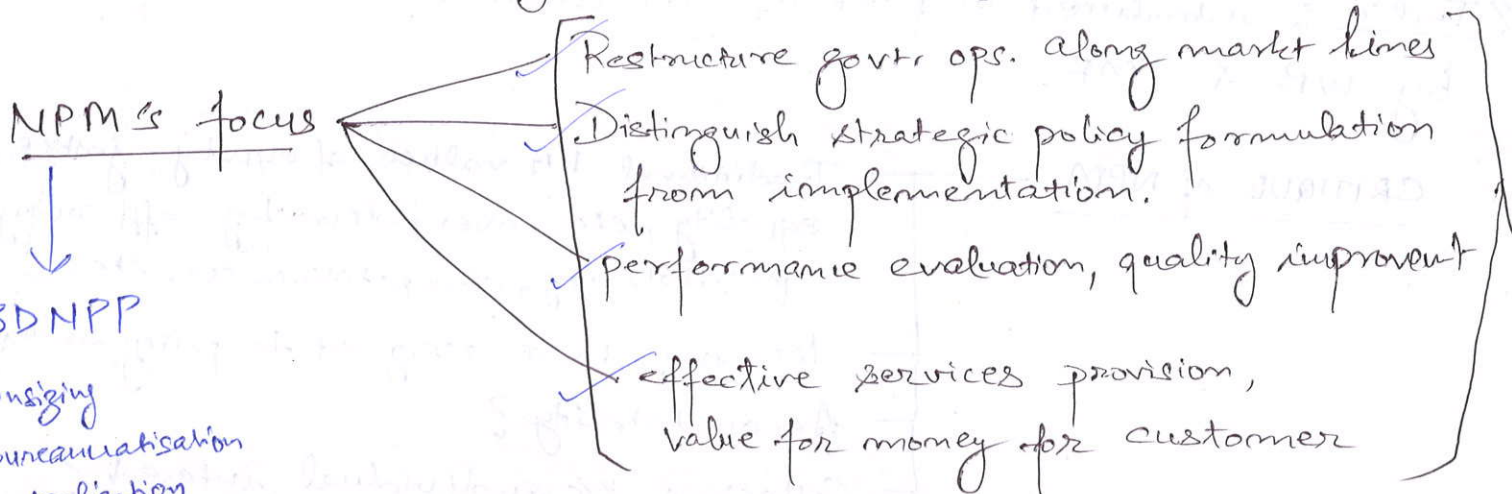
Read PCA Pg 217 MPA 012

NPM

goods table: Pg 195 Fadia

Factors that gave rise to NPM:

- ✓ $\uparrow$ Govt. expenditure, economic micromanagement $\Rightarrow$ attempts to $\uparrow$ pvt & $\downarrow$ govt
- ✓ Neo Liberalism (1980's & 90's)
- ✓ New Right Philosophy (1970's UK, USA)
- ✓ PCA
- ✓ Washington Consensus : "minimal state"
 - ↳ reform measures promoted by Bretton Woods institutions (IMF & WB), US congress & treasury and several think tanks. aimed to address economic crisis in Latin America in 1980s. Gradually adopted in many developing countries.



$\downarrow$
3DNPP

Downsizing
Debureaucratisation
Decentralisation
New managerialism
Privatization
Performance evaluation

- Impact of NPM

major impact on adm. sys. of western democracies.

U.K

- 1979: Thatcher govt. - major reforms initiated - rolling back the state
- 1982: financial devolution: ^{Financial Mgmt. Initiative} FMI, executive agencies
- 1991: John Major govt. : Citizen's Charter
- 1992: contracting out of public services, privatization, PPP

U.S.A. - 1993

Ten principles: C4 M2 READ

Entrepreneurial Govt. Concept of Osborne and Gaebler

↳ Al Gore's "National Performance Review"

- cutting red tape
- customers first
- empowering employees to get results
- cutting back to basics

Read
MPA 012 Pg 220-221

India : introduced as part of aid conditionalities imposed by WB & IMF.

CRITIQUE of NPM

- Traditional PA values of equity, justice, equality, etc. overridden by efficiency, profitability, competitiveness, etc.
- less importance assigned to policy making
- Accountability?
- Collective v/s individual interest?
- Customer & not citizen orientation
- may work in west, what about 3rd world?

GOOD GOVERNANCE

- ✓ globalization → changes in Pub ad : new managerial orientation
- ✓ impact of market → larger collaboration b/n govt., mkt. & civil society
this interaction — influencing decision making process → more broad based : shift from "govt." to broader notion of "governance"
- ✓ Governance : encompasses collectiveness of State, govt, mkt and community

<u>NPM</u>	V/S	<u>Governance</u>
✓ focus on processes → efficiency, performance		focus on interaction b/n Govt., mkt, civil soc. & cooperative endeavours to realize desired outcomes.
quality ↑		quality ↑
✓ narrow : service delivery aspects		broad : quality of life
✓ citizens = consumers benefitting through economy & efficiency		significant position to citizens — collective participation in decision making.

- ✓ Governance : broad concerns
 - ✓ accountability
 - ✓ people = citizens not just consumers
 - ✓ citizens rights
 - ✓ participation in governance
 - ✓ empowering people
 - ✓ responsiveness

✓ citizens : not merely passive recipients of goods and services as was the case in traditional approach.

↑ participation ⇒ ↑ quality, effectiveness of policy making & outcome

✓ Jamil Jreisat (2004) — "who governs?" & "How well?" } governance

✓ Governance encompasses political, social and economic aspects of governing systems.

- Good Governance

✓ 1989 : World Bank : "Sub-Saharan Africa: From Crisis to Sustainable Growth"
↳ need for "Good Governance"

↳ sound development management having 4 dimensions

- ✓ Public Sector Mgmt
- ✓ Accountability
- ✓ legal framework for development
- ✓ Transparency & info accessibility

✓ 1992 : concept of Good Governance formulated by WB →
in "Governance & Development" country's

✓ Def : manner : power exercised — mgmt of eco & soc resources
GG ↓ development

3 DISTINCT ASPECTS OF GOVERNANCE

- ✓ form of political regime
- ✓ process by which authority is exercised for mgmt. of a country's economic and social resources.
- ✓ capacity of govt to design, formulate and implement policies.

CAPTERER = Good Governance attributes

- problems faced by developing countries in governance

✓ implementation: laws/policies?

↓
Pg 243, MPA 011

✓ rules for pvt. entrepreneurs? — no clarity

✓ no accounting system

✓ beneficiaries not involved in projects ⇒ ↓ sustainability

⇒ need for Good Governance: ~~as~~ WB's conceptualization on

Keywords

Pg 243, MPA 011

→ Accountability, transparency,
participation, Rule of law, Human Rights, social justice,
information, efficiency, effectiveness

✓ Healey and Robinson: GG: organizational effectiveness → growth + stability + popular welfare
in terms of policy formulation & implementation

✓ Collective problem solving taking the place of individual decision making

✓ Development concept changed: social, political, environmental, cultural, not just economic ⇒ governance concept transformed

✓ Find HDI components/indicators from Eco Survey

✓ Leftwich: GG

- ✓ efficient public service
- ✓ independent judicial system
- ✓ legal framework to enforce contracts
- ✓ accountable admin. of public funds
- ✓ independent public auditor responsible to representative legislature
- ✓ respect for law and human rights
- ✓ pluralistic institutional structure
- ✓ Free Press

#10 Characteristics of GG (short & crisp!) → Pg 248 MPA 011
by Bovaird and Löffler

Good governance initiatives in India

✓ 1950s-60s: structural; 1990s onwards, citizen centered bureaucracy, transparency, RTI, Citizens Charters, Code of Ethics, 73, 74 AA ----

✓ British law & revenue admin → post independence welfare state

✓ FRs, DP, 5YPs: socio-economic development.

✓ 1950s-60s: Committees: {
 Secretariat Reorganization Comm. (1947)
 Gopalaswamy Ayyangar Comm. (1949)
 Gorwala Comm. (1951)
 at the request of Govt → Paul H. Appleby of Syracuse Univ (1953)
 ↳ 2 Reports ⇒ DAR in MHA (1964)
 ARC: 1966: 20 major reports in 4½ years
 ↳ DoP (1970)

✓ Conference of Chief Secys & CMs (1996) (1997) → Action Plan

initiatives by Union & State govt.

✓ Citizens' Charters

✓ Grievance Redressal: DPG, Cabinet Secretariat (1988)
 ~~WHA~~ IFC (info & fac. counter)

✓ use of IT → e.g. Gyandoot, Dhar Dietl, MP
 e-Sewa, AP; Setu Project, Thane, Maha

✓ RTI — RTI Act, 2005

✓ People's participation and decentralization. — 73-74 AA

✓ Measuring Governance outcomes: HDI, GEM, HPI, ~~etc.~~
Corruption Perc. Ind: by Transparency Intl. etc

✓ "Governance Intl" → governance intl. health check

✓ CRITIQUE of governance : George Fredrickson

"Whatever happened to Pub Ad?"

- ✓ relash of old academic debates, nothing new: Governance litt
- ✓ imprecise concept
- ✓ freighted with values: "un-public" admin.
- ✓ mostly about order: reforms are a rhetoric
- ✓ centered on non-state institutions when most vexing problems are dealt by the States.

Wilsonian Vision (Rumki Basu)
Pg. 11

- seminal essay "The Study of Administration" : Political Sc. Qtrly 1887
- politics/admin dichotomy
- need for scientific study of administration
- delineated Pub Ad as a field of analytical study
- comparative methods in the study of admin.

What the Govt can do properly and how can it do so with efficiency and economy?

- Pub Ad: detailed and systematic execution of public law.
- distinction is b/m policy & policy execution (dichotomy)
- admin should be removed from uncertainties and strife of politics

- admin: apolitical, emulate values of biz
- Wilson aware of interdependence b/w politics & admin
 - ↳ Scholars divided
 - ↳ vigorous statement on dichotomy
 - ↳ administrative development couldn't happen in political vacuum.
- merit: sole criterion: selection & hiring of civil servants.
- opposed to creation of bureaucratic elite not under democratic control
- scientific study of the art of administration
- slow progress of science of admin in America
 - Why?
 - ↳ 'popular sovereignty' concept
 - ↳ multitudinous monarch called 'popular opinion'
- easier to frame constitution than to implement it
- rejected the philosophical method and emphasised the historical and comparative methods.
 - ↳ enable us to see the virtues, shortcomings, peculiarities of a system.
- Scholar-administrator: his writings were epochal in delineating the subject

Evolution of PA as a discipline

→ Wilson: 1887: "The Study of Administration"

Six Critical Paradigms

→ Paradigm 1: Politics - Administration Dichotomy: 1900 - 1926

- Frank J. Goodnow: "Politics and Administration": 1900
- Leonard D. White: "Introduction to the Study of Public Administration" : 1926

→ Paradigm 2: The Principles of Administration: 1926 - 1937

- period of orthodoxy
- Scientific management : Taylor
- Classical Organisation theory
- Follett's Creative Mgmt., Fayol's IGM
- POSDCORB
- Mayo: Hawthorne studies

→ Humanistic Challenge: 1938 - 1950 (challenge to paradigm 3)

- Chester Barnard — TFOTE
- Administrative Behaviour: Simon

→ Paradigm 3: Pub Ad as Pol Science 1950 - 1970

- new deal & WW2 Keynesian economic theory
- Govt not value free
- PA returned to fold of Pol Science

→ Paradigm 4: Pub Ad as Management 1956 - 1970

- 2nd class citizenship status in Pol Sc Deps
- Mgmt with emphasis on org. theory as paradigm of PA
- Comparative Admin - Riggs, Healy
- Development Admin - Gant, Riggs.

Evolution of PA

(S. Saxena Ch-1)

Current status

(" " Ch-2)

Challenges of LPG

(" " Ch-3)

} Read & elaborate
after doing
thinkers

Paradigm 5 : PubAd as PubAd - 1990-1990

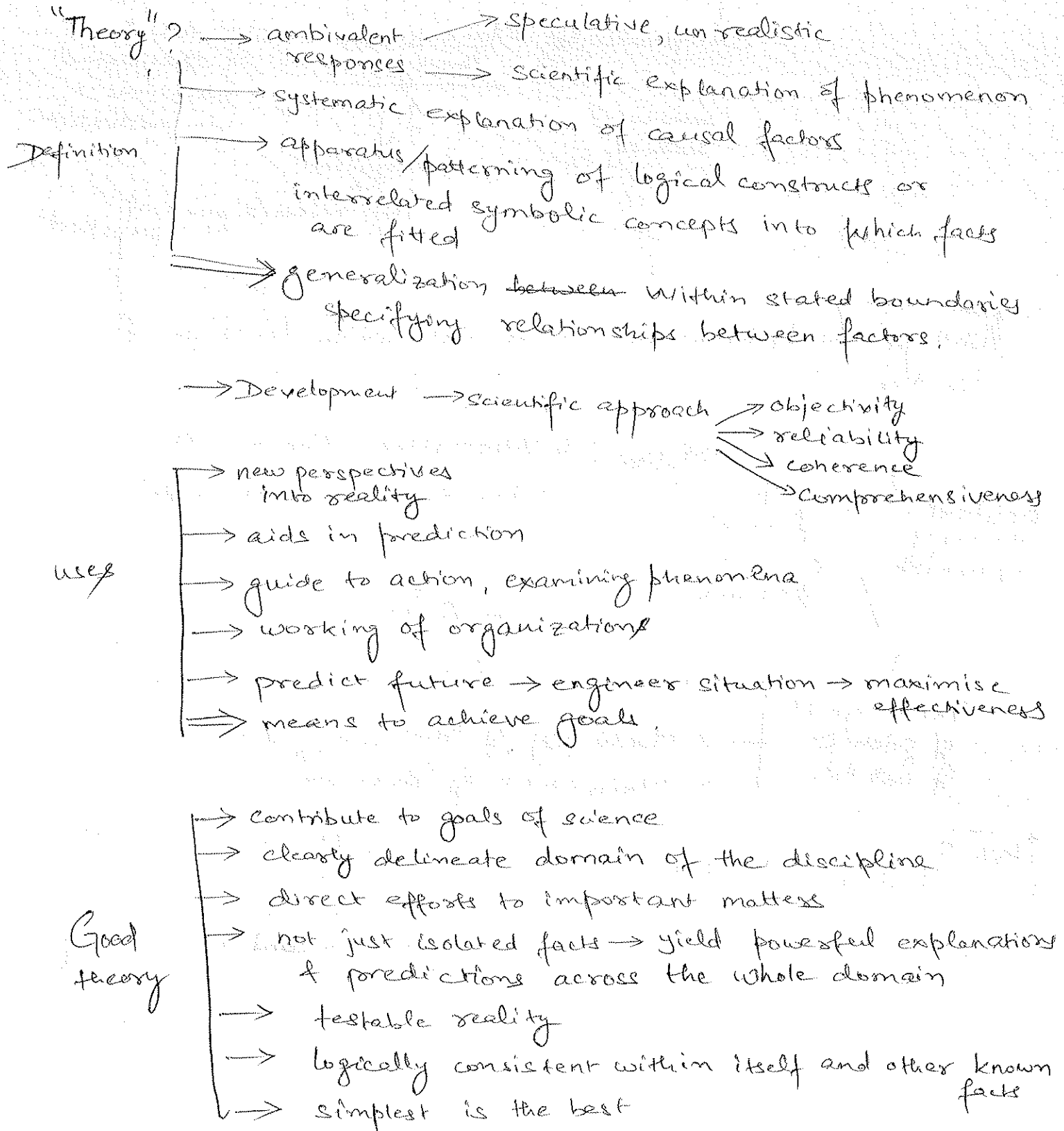
- NASPAA : 1990
- NPA : Minnowbrook
- Reinventing Govt. : 1992 : Osborne & Gaebler
 - ↳ Entrepreneurial Govt.
- NPM, ~~Algo~~ Al Gore's NPR

Paradigm 6 : 1990 - : from Govt. to Governance

↳ Good Governance

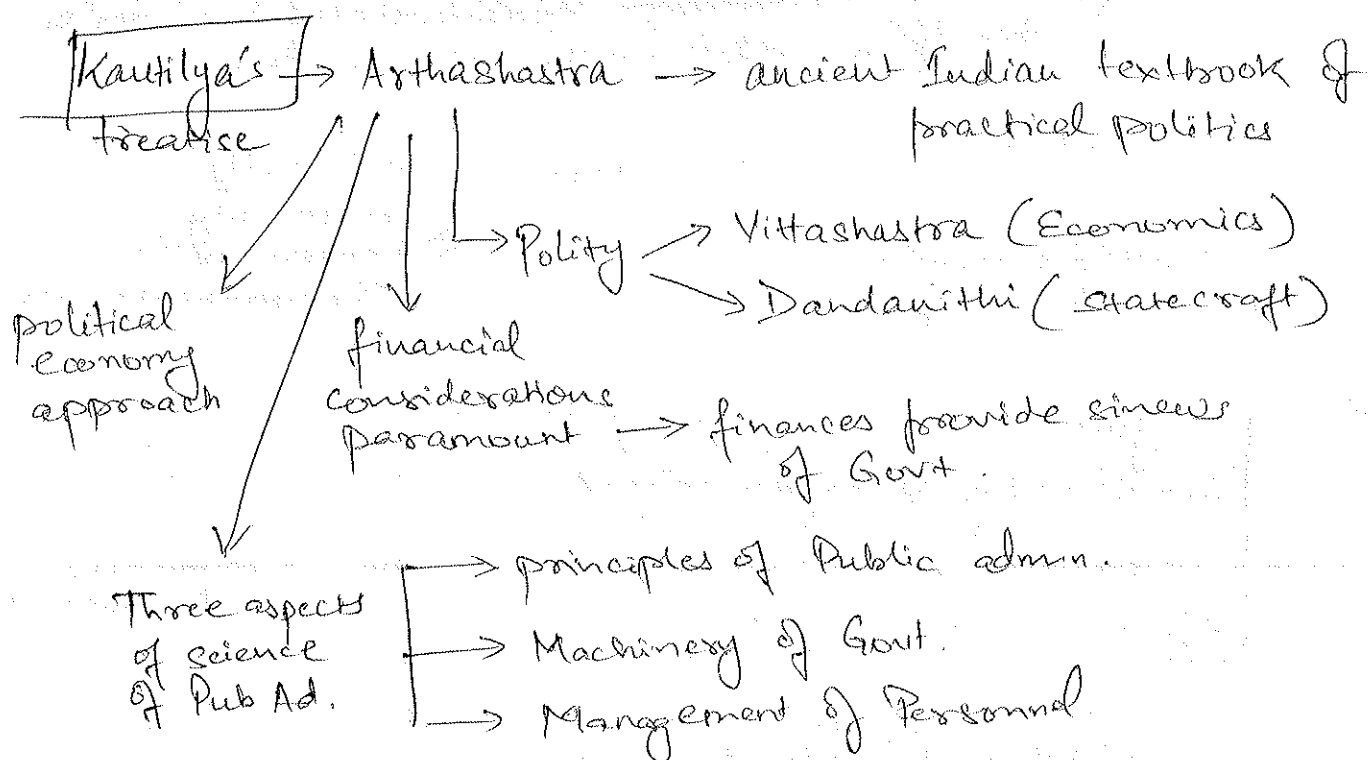
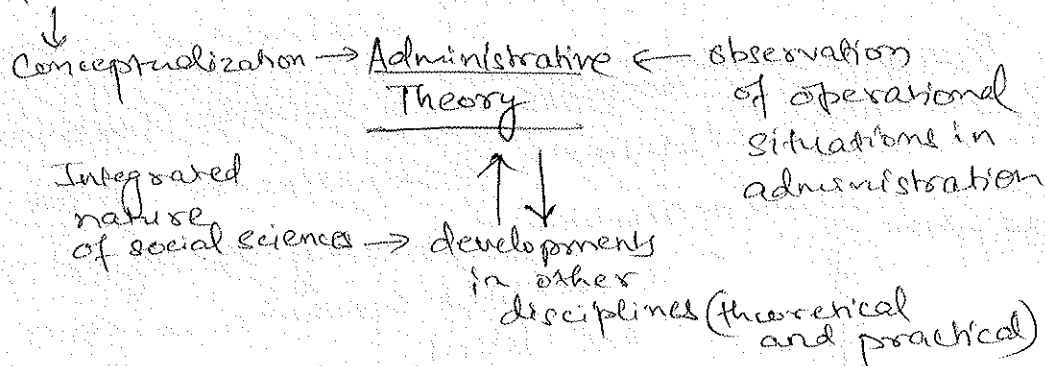
Paradigm 7 : The future : Digital (e) Governance.

ADMINISTRATIVE THINKERS



[Miner] → Good theory at one time may not be so good some years later.

Administrators → experience



HVR Tyengar → Arthashastra is → exceptionally able dissertation both on aims of state and on practical means of achieving them

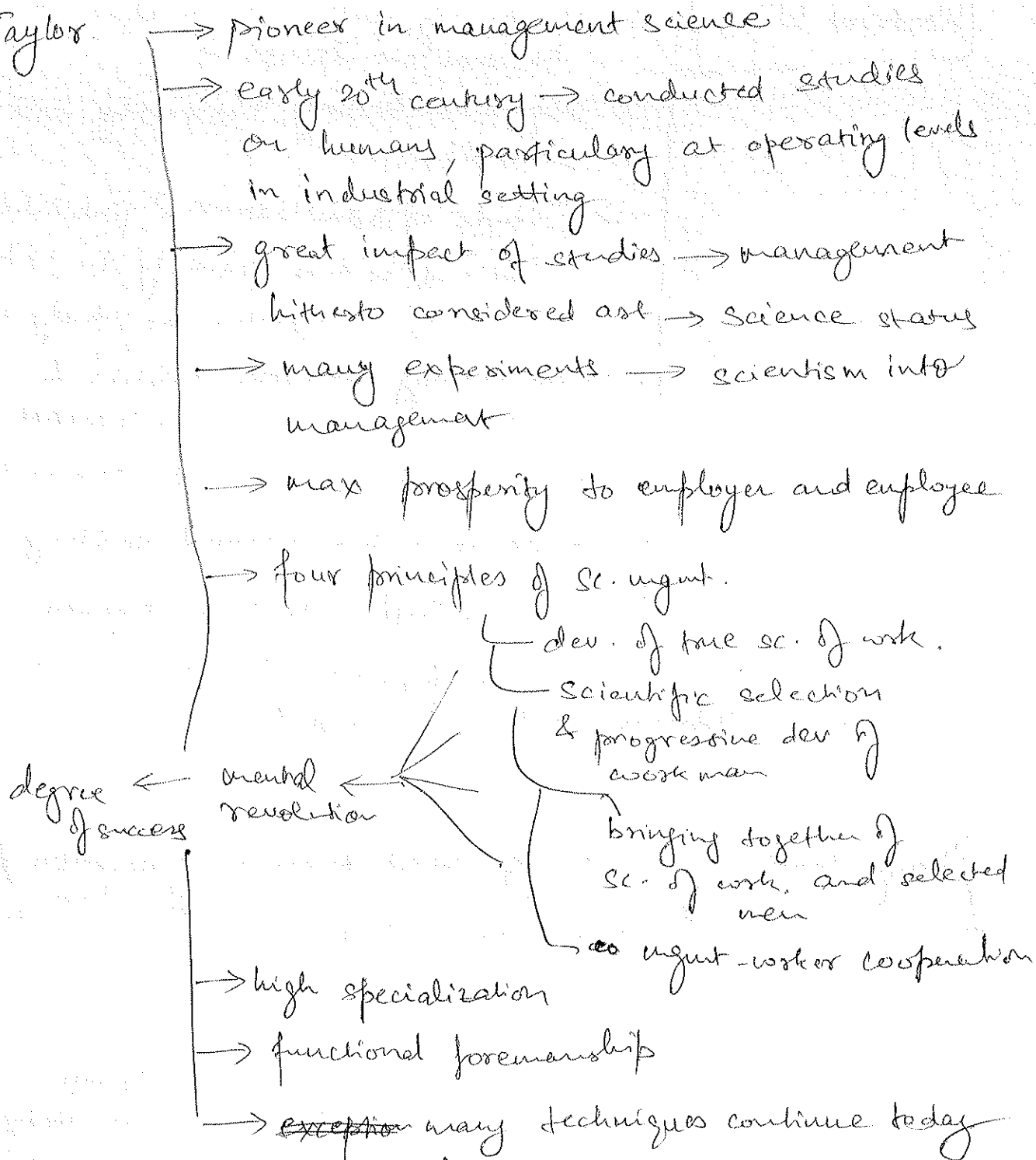
Woodrow Wilson

- one among earliest to outline Pub Ad as separate discipline
- Integrated History, Philosophy and culture concepts
- "Study of Administration" published in Political Science Quarterly in 1887
 - ↳ systematic study of pub Ad
- dichotomy between Politics & administration → WILSONIAN DICHOTOMY
- art → to be studied scientifically
- comparative method to study Pub Ad
- Peter Self → Wilson's theories are naive but formed ideological basis of admin reforms in 19th century America

Henry Fayol

- one of earliest to propound universal principles of admin
 - manager's viewpoint
 - confined to top managerial functions
 - admin → five elements
 - planning
 - organizing
 - command
 - coordination
 - control
 - 14 additional principles/fundamental tenets
 - built general theory of admin
 - earliest known theoretical analysis of managerial activity
- ← based on personal experience
 ↓
 criticised for this

F.W. Taylor



[Urowick & Brech] -> originality & fundamental value of ideas

Max Weber

- German historian and sociologist
- bureaucracy → systematic analysis, conceptualization
- analysis of authority → 19th century Europe
- authority
 - traditional
 - charismatic
 - legal rational → bureaucracy
- hierarchy, merit selection, specialization, impersonality
- Weberian bureaucratic model → starting point for study of govt. functioning
- most research → assess degree of conformity with Weberian model

Criticism

- delays, dysfunctionality
- bureau-pathology
- not applicable in developing societies

but → essential, basic framework

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MISSION IMPOSSIBLE

KAUTILYA

- Arthashastra — most important work on Pub-ad in Ancient India
- works on Ancient Indian Polity → Dr. Jayaswal, Dr. Banerjee
 - ↳ Details of Pub-ad in Arthashastra elaborated
- "Thus this Shashtra is composed as a guide ~~for~~ to acquire and secure this world." — KAUTILYA
 - ↳ deals with perennial problem
- Science of P.A.
 - ↳ Principles of P.A. → not explicitly dealt but implied in Arthash.
 - ↳ machinery of govt.
 - ↳ personnel
- 15 books in Arthash. → 4 relevant to PA → # 1, 2, 5, 6
- 2nd book → Duties of Govt. Superintendents → Govt. machinery
- 1st book → relations of king with ministers, spies, envoys and princes
- King ↔ Superintendents → unclear
 - king ↔ ministers → clear
 - lower personnel → neglected
- Focus of attention → king
- qualitative aspect of personnel treated well
 - ↳ character + existence of govt. depended on qualities of king and assisting personnel.

→ Kautilya → sharp acumen

→ principles of PA implied → don't ~~draw~~ command much attention

↳ 1) indirectly stated

2) principles for democratic PA diff. from monarchical PA of Arthash.

"configuration of authority" differs

→ Kautilya → polity → science of wealth
→ science of govt.

→ finance, economics → vital part of govt. mach.
↳ as in 2nd book of Arthash.

→ "It is by means of the treasury and the army obtained solely through Vasta that the king can hold ~~in his~~ under his control both his and his enemy's party."

→ Kaut subsumes PA under science of Govt. → rightly so

→ science of govt. → progress of the world

→ PA → Anvikshiki → light of knowledge ✓
→ Triple Vedas → ~~no~~ N.A. today → secular
→ Vasta (Eco) → Applicable today ✓

→ PA ↔ History → confusing

Itihasa = Arthash, Purana, Itivritta, Akhayanika, Uddaharana,
Dharmashashtra

but Itihasa = Itivritta → confusion.

- science of PA → prerequisite → art of PA
- art of PA → prerequisite → possess & impart knowledge on science of PA.
- K exhorts prince to study Varra → under govt. superintendents and Dandaniti → under theoretical & practical politicians
- King → mastery of many more things → espionage
 - ↳ concentration of power ↑ ⇒ responsibility ↑

- principles of PA
 - ① authority, obedience & discipline, duty & interest, responsibility
 - ② division of labour, coordination, separation, speciality, hierarchy, equity
- ① → sovereignty → explicitly stated
- ② → actual working → implied from machinery

- authority + obedience & discipline → essence of state → legalistic theory of state

↳ expressed in Arthasha.

↳ order maintained by law of punishment

- emphasis also on duty and interest
- abhors ill-awarded (undeserved) punishment

→ King → first concern → personal safety → authority → obedience
 ↑
 espionage → security, integrity, stability of administration

→ Authority of the King → unity of command and direction

→ Bureaucrats → representatives of royal authority
 ↳ evident from enforcement of orders, sending of writs

→ corporation of class → invincible → free from calamities of anarchy
 ↳ permanent existence

→ Kautilya against usurpation of royal power → unrighteous → excites popular fury → not an accepted rule

→ Obedience ← Fear ← King can make or break servant's family
 ← duty ← injunctions of the triple vedas → progress
 ← interest ← get people and bureaucracy interested in carrying out orders of admin.
 ← other motives

→ purpose of danda — make ppl. devoted to righteousness & works productive of wealth and enjoyments

↓
 financial help to needy, just treatment, active participation
 Govt. Servants — enthused — promotion, salary ↑, pension, financial help in need, — agricultural lands — permanent in service

— qualities of officers

— principle of responsibility — "In the happiness.... welfare; whatever... good."

- king's character $\rightarrow$ people — king $\uparrow$ $\rightarrow$ ppl $\uparrow$
- king — aggregate of the people $\rightarrow$ applicable even today
(Replace king with govt./admn.)
- Second set of principles — not fully clear — some links between parts of govt. machinery missing
- basic req. for efficient working of govt. — division of labour
- "Sovereignty is possible only by assistance. A single wheel can never move."
- coordination — automatically implied
- hierarchy — to make coordination and execution possible
 - Authority would be frittered away if it ~~does not~~ is not channelized through hierarchial organization and if it does not trickle down to the final stage of execution, unimpaired and intact.
- responsibility $\uparrow$ $\rightarrow$ $\uparrow$ quality of officers
- remuneration — 7 rungs — 1000 to 4600 PPA
- lack of clarity { inter-relationships b/n officers
principle of equity