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PAVAN KUMAR'S IAS

PUBLIC ADMINISTRATION

Time: Three Hours TEST-5 Max Marks: 250

Section –A

Attempt each of the following in about 150 words. (10 X10 =100)

1. The image of development approach is transformational, directive and cross-cultural. Analyze.
2. Public Administration may be defined as a socially-embedded process of collative relationships, dialogue and action to promote human flourishing for all. Comment.
3. Riggs models are not helpful to understand the process of social change in the system. Comment.
4. 'The failure of classical science of administration lies in its capacity to confront theory with evidence.' Discuss.
5. 'As March and Simon point out, there seems to exist a 'Gresham's Law of decision-making.' Comment.
6. The nature and role of communication in administration indicates that 'Communication is authority'. Comment.
7. 'The endurance of the organization depends on the quality of leadership'. Comment.
8. 'The transition to a study of the negatives aspects of bureaucracy is afforded by the application of Veblen's concept of trained incapacity'. Examine.
9. 'Many problems of Worker-Management cooperation were the results of the emotionally based attitudes of workers rather than objective difficulties in the situation". Comment.
10. Behavioural approach to the study of organizations is a continuous phenomenon. Do you agree? Substantiate your answer.

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PAVAN KUMAR'S IAS

PUBLIC ADMINISTRATION

Test – 5

Section - B

Answer the following questions.

11. The current debate over the new international order and the north-south dialogue had its origins in Dependency Theory formulated by writers like Andre Gunder Frank, Samir Arain and Cardoso. Discuss. (20 marks)
12. Robert Chambers, a key exponent of PRA (participatory rural appraisal), argues that poor and exploited people can and should be enabled to analyze their own reality. Discuss the above statement in the context of development administration in India since independence. (30 marks)
13. "Much of what the recruit learns in an organization is communicated after the fashion of Benetham's dog law". Discuss. (20 marks)
14. Differentiate between motivation and morale. Do you think higher motivation results in better productivity? Substantiate your answer with examples. (20 marks)
15. Examine the view that systems theory, despite its promises to the contrary, followed similar patterns that characterized the structural classical theories. (20 marks)
16. 'All policy-making is decision-making, but all decision-making is not policy-making.' Elaborate. How does a policy emanate and what course does policy-making in government follow. (20 marks)
17. Discuss the major conceptual approaches to the study of Comparative Public Administration and explain how Max Weber is considered to be the foremost mentor in the field. (20 marks)

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Prabhat Malik
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Q.1. Development administration rose in significance due to the failure of Weberian democracy to address developmental objectives.

The developmental approach is characterised by:- as :-

a) Transformational – as it transformed by administration

i) Top-down approach to bottom up planning & implementation

ii) Bureaucracy centric to people centric development timelines

1) Active Participation of citizens in all aspects of policy process

2). Networked governance model

iii) Flexibility, innovativeness in bureaucracy accompanied by decentralisation

b) Directive – it is goal & action oriented (Weidner)

Thus the focus is on

i) Results rather than procedures

ii) Implementation as special focus

c) Cross-cultural – ~~it is not restricted~~

i) Development administration is not just restricted to developing countries. Eg. Ghetto redevelopment programs in USA, UK

ii) There is active collaboration & exchange of ideas eg. Bolsa Familia incorporated as ~~Mid-day~~ MGNREGA in India

It has thus heralded a new paradigm in public administration making it more relevant to

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ground level problems & ecological.

A.2. Public administration's scope & nature over the years was captured in the Minnowbrook Conferences.

The 3rd Minnowbrook conference (1008) came up with this new definition of public administration It stresses upon Public administration as

a) Socially embedded process – highlighting the significance of the environment in administration (Ecological Approach). Eg. Colonial attitude of Indian bureaucracy affects its performance

b) Collective relationships & dialogue

Signifying the dimension of citizen centricity which involves networked governance involving institutions like civil society (SHG), media etc. for policy formulation & implementation via dialogue, persuasion eg. Gram Sabha meetings to formulate & evaluate development projects

c) Action orientation – outcome orientation of governance

d) Human welfare – The ultimate objective of public administration which will guide its activities, decisions.

This definition thus carries the evolution of thought on public administration which is the guiding force for reforms in governance worldwide.

eg. Rise of SHG, NGOs in India, decentralisation via PRI's etc.

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4.3- Riggs used the ecological approach to develop his ideal models (fused - prismatic - diffracted) so as to analyse the role of environment on administrative process & evolution

~~In the process~~,
These models thus reflect the state of societies at different levels of social & administrative development

They however fail to properly explain the process of social change as:-

1) The models are static in nature explaining the nature of societies.

2) There is no analysis of ~~exact~~ forces of change & their impacts
eg. Globalisation, Information revolution, civil society & their impacts not evaluated.

3) There is no clarity on the movement in this ~~state~~ system.
eg: societies like Iran, Afghanistan have regressed backwards which isn't explained by these models

Reasons

1) The systems approach because of its expansive nature lost the focus area

2) CAU grants funding stopped in 1977 leaving the theory in pre-paradigmatic stage

Thus Riggs model provide a useful measuring criterion for societies in terms of relative development but lack clarity on this process of change.

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Q.4. Classical administration was guided by objective of developing a science of administration.

It thus came up with

a) Principles of administration — Taylor, Fayol
eg. Division of work, unity of command etc

b) Political Administration dichotomy

c) Structures of administration — eg. Weberian bureaucracy which were supposed to ensure maximum efficiency

The classical administrative theories however came up for criticism later to account for their failures.

Failures — eg. Hawthorne studies, criticism of Taylor Scientific Management by workers etc

Criticism — They were criticised for not following a scientific approach leading to

a) Principles being discarded as proverbs by Simon
eg. contradiction between specialisation & unity of command

b) Dahl criticising the lack of comparative studies to verify the theories. They were labelled as ethnocentric, parochial.

for Brijesh

Cause

~~The classical theories~~

1) A theory involves a set of verified hypothesis which helps in explaining phenomenon.

2) In natural sciences, inductive approach can be used because the phenomenon & conditions are same everywhere.

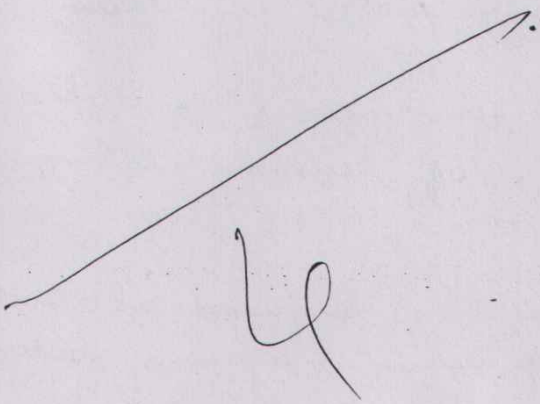
3) Administrative theory however relies on human behaviour which is variable & context dependent.

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The classical theories therefore required to use the deductive approach, rigorous analysis & testing (cross-cultural) to attain the status of theory

They are in reality mental constructs based on experience



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A.5. Decision-Making was equated to core of administration by Simon with focus on increasing its rationality.

This required proper collection of necessary facts, processing them to evaluate alternatives & then making choice in relation to ends.

In reality, this process is distorted due to Gresham law of decision making which postulates that:

1) Bureaucracy is engaged in both routine activities eg. file signing & non-routine activities like policy formulation etc.
2) The routine activities take up most of administrator time leaving little time for the complex process of decision making.

Thus decisions made are suboptimal.

Eg. Civil servants in India often referred to as "glorified clerks" emphasising the predominance of routine activities

Simon recognised this flaw & suggested

a) Programmed decisions (routine decisions) be standardised & thus delegated to lower level
b) Use of mathematical techniques like PERT, CPM, Regression to aid in decision making reducing time.
c) Satisficing decisions — taking into account the limitations on rationality like above.

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4.6. Chester Barnard said the authority depends on acceptance by subordinates.

Communication will thus play an important role in the acceptance of authority. as

1) Authority is expressed via communication to subordinate.

This communication needs to be
a) Consistent with individual goals & organisational goal
b) The subordinate should have ability to fulfill it
c) It should be clear

These conditions need to be satisfied for communication of authority to be effective.

2) Communication in organisation helps to
a) Integrate individual goals with organisation goals
b) Enable participation
c) Brings about goal clarity & allows greater decentralisation

All these aspects bring about greater individual commitment & greater acceptance of authority

3) Informal communication (grapevine) helps stabilize 'zone of acceptance' & enables group influence on individual to conform to authority in everyone's best interests

Authority was thus equated to communication by Barnard. He thus emphasised on importance of sound communication system to be established by executive as one of its primary responsibilities.

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Q.7. Leadership is defined as the ability to influence people in ~~acta~~ cooperating to achieve the goals of organisation.

An organization effectiveness is measured by its adaptability & stability in changing & uncertain environment.

eg. Investment banks like Goldman Sachs survived over a century.

leadership has a strong role to build this endurance by :-

1) Anticipation of emerging crisis & readying the organisation to face them.
eg. Investment banks mitigated risks before 2007 crisis

2) Creation of culture & defence of institution's values
eg. India's commitment to secularism after independence in face of riots - attributed to leadership resolve.

3) Ensuring proper coordination & conflict resolution

4) Defining the vision to ensure commitment in crisis & persistence of it ~~dos~~ in entire organisation
eg. Japan's commitment to development post World War 2

5) Ensuring commitment from workers to organisation goal

leadership thus has significant influence on organizational development.

Chester Bernard ~~has~~ has elaborated on leader's qualities like decisiveness, intellectual capability, vitality etc. in light of its important role.

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A.2. Weberian bureaucracy has had worldwide adoption but it has failed in many objectives like developmental tasks in India.

An important aspect of this failure is attributed to the depersonalisation of the individual in the bureaucracy as:-

1) Impersonal order
2) Value neutrality
3) Rule orientation

lead to the employee getting completely disconnected from the ground level or having productive interpersonal relationships.

This results in what Veblen has called "trained incapacity" i.e. the training in bureaucratic values & structure make the employee unsuitable for his responsibilities.

eg. bureaucracy of India was conditioned for regulatory administration & thus characterised by - rule orientation, value neutrality, centralisation of authority, secrecy.

These same characteristics led to the failure of this bureaucracy in completing the developmental tasks assigned. - as these required values like flexibility, citizen centricity, transparency, value commitment etc.

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A.a. Organisations have been effected by worker-management conflicts. This situation was particularly acute in times of Taylor.

Worker in his time had low productivity as

a) They had fear for loss of jobs if production increased & high performance becoming the standard.

Management was concerned with increasing productivity but fearful of teaching workers new techniques for fear of usurpation of their power

Taylor evolved the concept of Mental revolution to dispel these fears (based on emotion than facts) & called for increasing the size of pie than fighting over shares.

This situation was also encountered by other thinkers like

c) Elton Mayo in Hawthorne experiments where he introduced rest periods, informal groups to increase satisfaction & productivity

b) Participative Management thinkers like Argy incompatibility between managerial styles & worker needs & expectation eg. Theory X vs Y, Maturity/immaturity paradigm.

Likert has correctly said that conflict in organisation is inevitable but the management of conflict is what is important. Affective conflict thus should be avoided as it is difficult to reconcile emotions.

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A.10. Behavioural approach to organizations focuses on psychological aspects like motivation, leadership, communication, morale etc.

It was the outgrowth of works of Mayo, Barnard, Simon.

Continuous phenomenon

1) This is because, behaviouralism deals with human psychology & behaviour which is
   a) Context dependent - varies culturally
   b) Associated with brain functioning which hasn't been explained completely

2) Behaviouralism thus tries to incorporate both psychology & environmental interests.

These two fields themselves have an evolving boundary giving it a continuous evolution

eg. Psychological theory evolved from Jung, Pavlov etc. to their complete opposition such as

eg motivation - various factors like needs, job content, goals all objectives spawned different theories like ERG theory, VIE theory etc

decision making - different models like pareto optimality satisficing, incrementalism

Behaviouralism focus on integration is thus a continuous process connected with further development of insights on human behaviour

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Ans. The emergence of organisations like BRICS, G77, etc. in international forums is indicative of a shift to multipolarity & rising assertiveness of developing world.

This represents a change from the earlier situation as propounded by Dependency theory. It claimed

1) The developmental process worldwide post world war 2, was resulting in dependency of developing countries rather than their empowerment as :-

a) The aid released by developed world had several conditionalities attached affecting decision making power.

eg. PL-480 used by USA to shape India foreign policies

b) Globalisation & liberalisation involved

i) MNC's investing in developing countries

ii) Free trade by reducing barriers via WTO, IMF.

This however was not accompanied by transfer of technology & developing countries became dependent for manufactured goods.

eg. Electronics industry in India - majorly import even with successful IT industry

Dependency theory thus questioned the intention of developed countries accusing them of propagating neo-imperialism instead of empowerment.

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This led to

a) Groupings of developing countries like G77 for climate change, NAM – foreign policy.

b) The North-South divide as seen in talks on treaties like TRIPS, Agreement on Agriculture with the aim of strengthening their collective bargaining capacity.

This was required because

a) The treaties were excessively harsh on developing world & benefitting the west – due to higher resources at disposal & division in developing world

eg. Agreement on Agriculture – subsidies of west were protected through instruments like Blue box

b) Developing countries greatly required capacity & sharing of technology, experience.

Thus international forums saw debates over North-South divide, calls for a New International order that was more equitable.

eg. TRIPS agreement – clauses on compulsory licensing introduced by developing countries

Thus the current debate between Developed & developing, is geared towards a more equitable distribution of benefits. had its ideological origin in Dependency Theory.

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A.12. Riggs defined development administration as the increase in autonomy of social system in shaping its environment.

Development Administration in India has not followed this approach instead focussing on Weidner approach involving

a) Planned change
b) Bureaucracy oriented process.

Thus, development projects in India till 1990s were characterised by

a) Lack of citizen involvement - They were treated as passive beneficiaries

eg. PDS scheme formulated by bureaucracy without regard to different citizen preferences for food according to regions

b) Top-down approach - Planning commission formulating programs & laying down implementation strategy

c) Only moral accountability to citizens with no legal accountability

d) Procedure oriented bureaucracy - due to regulatory nature & Weberian orientation

e) Secrecy combined with lack of people monitoring resulting in corruption

Thus the developmental programs failed in achieving the desired results as can be seen in

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i) 37% BPL population in 2005

ii) Malnutrition ~ 50% in children under 5 (worse than Sub Saharan Africa)

iii) 90% employed population in informal sector

Accompanied by corruption, red-tapism, leakages

Post-1991 – There was a shift in strategy in accordance with Chanakya's Policy of Reversals in making:

a) Active participation of citizens in project formulation & implementation
eg: Public consultation made mandatory via Gram Sabha
Citizen Charters introduced

b) Result orientation of bureaucracy
eg. Outcome budgeting

c) Networked governance through involvement of civil society like SHG in mid-day meals.

d) Citizen involvement in monitoring & evaluation through social audits, Gram Sabha approvals

e) Decentralisation of authority & responsibility
eg. 73rd & 74th amendment creating local government

Development administration now shifted from bureaucracy centric to people centric development.

Its aim was two-fold
1) Increasing choices for people

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i) Increasing people ability to fulfill there choices.

Thus programmes for

1) Development of human capital - RTE Act, Sarva Shiksha Abhiyan, NRHM & NUHM - health etc started

2) Employment generation via ~~self~~ empowerment

eg. ~~SGRY~~ SGRY - self employment via training & credit
SHG - Bank linkage

3) Decentralised governance

eg. use of social audit, 30% flexi funds in CSs

The poor & vulnerable were thus given a say in the development process with simultaneously developing their capabilities to be effective.

~~The~~ The future is towards a development that is equitable, sustainable & inclusive as ~~seen in the draft~~ reflected in 12th five year plan.

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A-13. Weberian bureaucracy emphasises on training of officials to make them competent to undertake tasks (specialized) in accordance with the rules.

An ideal bureaucracy is supposed to inculcate values of objectivity, commitment, integrity in new recruits. For a developing country like India it includes orientation to participative management, service orientation etc. to gear him for development tasks.

In reality however, we see widespread corruption, nepotism characterising development programs with an unresponsive & indifferent bureaucracy.

This is explained via Bentham's dog law which tells how the actual learning process works in bureaucracy.

1) The training process is equated with that of dog training including the characteristics like:

a) Bureaucracy is reacting rather than proactive responding to crisis than averting them (like dogs)

b) Strict obedience of seniors (i.e. hierarchy) & reducing personal discretion or primacy of constitutional values.

eg. 2G scam – blame game on who gave orders by bureaucracy & not on why wrong orders followed.

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c) Rigid attitude built up by training leading to sanskritisation of bureaucracy & alienation from common plan - (colonial mentality)

d) Majority of learning is on-job & thus attitude of senior bureaucrats affects the young recruits perpetuating the cycle.

Thus the impetus for change & idealism of recruits is lost in the process.

Solutions - ARC-2 has suggested reforms like

a) ~~Re~~ Selection of senior civil servants for district training of recruits to be based on ~~the~~ his aptitude & clean records of these servants

b) Code of ethics for civil servants

c) Greater involvement of private faculty for fresh ideas in training institutions.

d) Regular mid-term training courses to update knowledge

e) Focus on attitude orientation in training specially for ~~the~~ cutting edge bureaucracy.

Not the Correct Answer

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A.14. Participative Management equated employee satisfaction with higher productivity. Motivation & morale are important constituents for increasing satisfaction

Morale	Motivation
1) Group phenomenon	1) Individual oriented
2) It is the ability of a group to consistently & collectively strive for organisation goals. It thus reflects the collective mood of the group	2) It is the process of energising the individual in his drive towards his goals. It reflects the individual drive
3) Affected by individual needs, interpersonal relationships etc.	3) Its main driver is need fulfillment.

Morale thus emerges as a broader concept than motivation.

Relation between Morale & Motivation

1) In general higher motivation will lead to higher morale as there is greater need for goal achievement.

~~Relation between Motivation~~

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Motivation & Productivity

1) In general, higher motivation leads to higher productivity.

eg. Sports athletes demonstrate high motivation as seen by their gruelling schedules, long years of training resulting in them breaking ~~records~~ records.

In organisations this can be seen with successful organisations like Google ranking highest in employee satisfaction

2) This will however not always be the case as

i) There might be external roadblocks in achieving high productivity

eg. political interference in administrative functioning like Durga Nagpal case.

ii) Dissatisfiers in organization like poor working environment. eg. police in India

iii) lack of ability in employees to convert it in results

eg. training E-governance programs on computer illiterate bureaucracy.

Thus the focus of organisation should be to ensure

a) Supportive relationships - eg. transactional influence

b) Clearing the roadblocks

c) Theory Y management style

to ensure high productivity.

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Ans: System theory emerged as dynamic perspective aiming to incorporate the relationships between various subsystems in its ~~explanation~~ analysis

It was an improvement ~~of~~ over structural classical theories as :-

1) It was ecological in nature

2) It incorporated social, psychological elements in its analysis eg fused societies – primordial approach with

3) It emphasised on a deductive & rigorous analysis eg. CAG efforts

4) It emphasised on verifying its propositions through a cross-cultural analysis.

Not

Thus Riggs theory of prismatic society evolved in system approach was much broader than classical approaches.

The distinction however faltered in reality as

1) It propounded its theory without empirical verifiability discarding its deductive approach for inductive approach of classical

eg: CAG funding stopped in 1976 & thus the theory wasn't verified

2) Social-psychological process & their impacts were not integrated into these theories

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eg. how societal factors affect societal mannerisms. not explained clearly.

3) In the aim of designing universal theory it became too theoretical & distanced from ground level problems

eg. unable to provide solution to Vietnam crisis This was similar to classical failure in providing solution to Human Relation Challenge

The System theory thus didn't achieve its stated objectives & had many issues like classical.

It however enlarged the scope of public administration by incorporating ecological approach & tools of behaviouralism

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A.16: Policy science emerged as the focus & locus of administration in the 1970's. broadening the scope from decision making earlier.

Policy-making is different from decision making as:-

1) ~~All decisions are not policy-choices~~. Decisions involve a choice between alternative course of action. Thus administrator's short term decisions like stationery buying, inspection decisions don't constitute policy choice as

a) Policy is involved with long term view & a planned process. Thus every policy made is a decision as it involves choosing from alternate course of action.

b) eg. Policy choice of minimum government is a decision but decision of inaugurating this process in local town instead of city is not policy making.

Policy evolution

There are 3 streams in policy emanating

a) Problem stream - This involves various problems which need to be solved eg. suicide rising, malnutrition etc. Not all problems

b) Political stream - This involves which problems come on political agenda depending on their popularity, acceptance by parties etc. eg. Sanitation is on agenda but homosexuality is not

c) Solution stream - This involves various solutions being developed for the problems. eg. fortification

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technique to counter malnutrition etc.
This involves think tanks, bureaucrats etc
When these 3 streams converge, policy emanates
eg. Cleanliness campaign & Malnutrition drive

Policy process in Government

It is a continuous, cyclical process involving various stages

1) Agenda setting - a) identifying the problems for which policy to be formed. eg. literacy
b) Done by politicians via their agenda eg. Rights based approach of UPA

2) Policy formulation

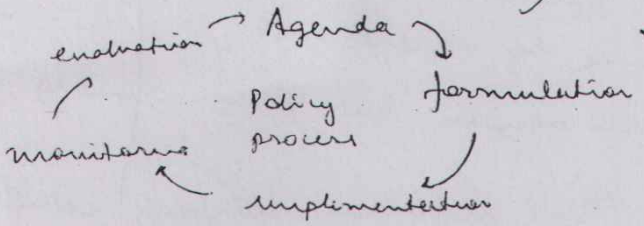
a) eg. RTE Act, SSA, Saakshar Bharat etc. for literacy
b) involves bureaucracy, think tanks (CNAC), civil society etc

3) Policy Implementation

a) Mainly via bureaucracy with assistance from other institutions
eg. RTE Act - school creation, curriculum reform

4) Policy Monitoring & 5) Policy evaluation

a) involves bureaucracy & civil society both, on basis on specified parameter
eg. ASER report - learning outcomes.



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