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ADMINISTRATIVE THEORY

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QUESTION PAPER

(June – 2019)

(Solved)

ADMINISTRATIVE THEORY

Time: 3 Hours]

[Maximum Marks: 100

Note: Answers the questions as per the instructions given in each section.

SECTION-I

Answer the following questions:

Q. 1. “Douglas McGregor examined the motivation of employees in an organisation through his Theories ‘X’ and ‘Y’. Comment.

Ans. Ref.: See Chapter-13, Page No. 47, ‘Theory X and Theory X’ and Page No. 48, Q. No. 5 and 6.

Q. 2. Bring out the characteristics of Prismatic Society by highlighting its unique Bazaar-Canteen and Sala Models.

Ans. Economic sub-system of prismatic society was termed as “bazaar-canteen” by Riggs. Market forces of supply and demand determine the prices in a diffracted society but in a fused society society “areana” factors (considerations which determine balance of power, prestige, solidarity, other religious, social and familial factors) dominate. In a prismatic society, both market and arena factors interact in such a way that they produce a state of price indeterminacy and a price which might be called “common to all” could not determined for a service or commodity. The economic sub-system in prismatic society behaves as “subsidized canteen”, where the goods and services are provided at lower rates, for the members of special clects or for politically influential groups who have ‘access’ to the canteen and as “tributary canteen”, where higher prices are charged, to the “outside” members. This means that in prismatic societies the prices charged for the public services vary according to the relationship between the sala official and his clientele.

This “bargaining” culture prevailing in the economic sub-system of the prismatic societies affects the financial administration also particularly areas such as budgeting, accounting, auditing, collection of taxes etc. The collection of government revenues also gets adversely affected resulting in low emoluments to the public officials. Such an atmosphere breeds corruption by the public officials to increase their income.

The Spanish word, ‘Sala’, has a variety of meanings like a government office, religious conference, a room, a pavilion, etc. The word, ‘Sala’, is also generally used in East Asian countries more or less with the same meaning. Sala has certain features of both the diffracted ‘bureau’ and the fused ‘chamber’. However, the ‘bureau’ features of Sala do not well represent its basic character. The heterogeneous value system and the traditional and modem methods of the prismatic society are reflected in its administrative rationality and efficiency found in the Bureau is absent in Sala.

In a prismatic society, family welfare, nepotism and favouritism play a significant role in the making of appointments to various administrative positions and in the performing of certain administrative functions. In a different society, the considerations of kinship are kept out of ~ne administrative behaviour and the exercise of governmental power. In a fused society the politico-administrative system has a patrimonial character, and therefore, attaches importance to kinship or family. In a prismatic society, on the other hand, apart from the super-imposition of

new formal structures on family and kinship, it disregards the universalisation of laws. Though patrimonialism is officially prescribed, in reality it is widely practised and it is reflected in all administrative practices. The 'Sala' officer gives priority to personal increase in power and wealth rather than social welfare. His behaviour and performance are influenced by parochialism, and as a result, the rules and regulations are not made universally applicable. A few people get more benefits from the governmental programmes than the others, resulting in the ignoring of the interests of a large number of people.

Further, the poly-communalism also creates certain administrative problems. Theoretically speaking, the government officers have to implement the laws impartially. But a government official may be found to be more loyal to the members of his own community than to the government. As a result, a dominant minority community may gain a high proportion of representation in the matter of recruitment, etc., thereby creating dissatisfaction among the huge numbers of people. To present such a situation as to protect the interests of other minorities, the 'quota' or 'reservation' system may be adopted to provide some sort of promotional representation to all communities in the administration. However, such an arrangement might lead to compartmentalisation and mutual hostility among various communities, which might further aggravate the tensions prevailing among the different communities working in various governmental agencies. This situation, however, is not peculiar to developing countries alone.

Q. 3. Write a note on Comparative Administrative Studies.

Ans. Ref.: See Chapter-5, Page No. 20, Q. No. 7 and Page No. 19, 'Conclusion'.

Q. 4. Analyse the different techniques of Supervision.

Ans. Ref.: See Chapter-27, Page No. 97, Q. No. 1 and 3.

SECTION-II

Answer the following questions:

Q. 5. What do you understand by Auxiliary Agencies? In what way are they significant?

Ans. Ref.: See Chapter-35, Page No. 126, Q. No. 5 and 6.

Q. 6. Examine Morstein Marx's classification of Bureaucracy.

Ans. According to Forstein M. Marx, there are four types of bureaucracy:

- (1) The Guardian Bureaucracy,
- (2) The Caste Bureaucracy,
- (3) The Patronage Bureaucracy, and
- (4) The Merit Bureaucracy.

The Guardian Bureaucracy: Marx cites two examples of 'Guardian Bureaucracy' viz Chinese bureaucracy up to the advent of the Sung period (960 A.D.) and the Prussian Civil Service during 1640 and 1740. This type may be defined as "A scholastic official dominated in right conduct according to the classics"(Marx). Such civil service regarded itself as custodians of public interest, but was independent of and unresponsive to the public opinion. It was righteous, incorruptible, efficient, competent and benevolent on the one hand, but authoritarian and responsive on the other.

The Caste Bureaucracy has a class and arises from the class connection of those in the controlling position. Such type is widely prevalent in oligarchical political systems. Under such systems only persons belonging to upper classes or higher castes can become public officials. Thus, in ancient India, only Brahmins and Kshatriyas could become high officials. Another way in which such a type manifests is linking the qualifications for the higher posts with arrangements that amount to class preference. This is what Willoughby has described as the aristocratic type existing in England till recently. The British rulers introduced the class character in the Indian civil services as well. The 'civil lines' where almost all the 'civilians' lived was just the counterpart of the 'cantonment' in which the military forces lived. Concentration of officers in spacious bungalows in one locality away from the city, exclusive clubs of officers, and distance from the public, officiousness, and love of precedence, secrecy and formalism were

Sample Preview of The Chapter

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ADMINISTRATIVE THEORY

Public Administration: Meaning and Scope

1

INTRODUCTION

In every society certain activities are undertaken by Government in public interest, like maintenance of law and order, regulation of prices, services like education and health. Public Administration as a system of organisation is mainly concerned with the performance of these activities. It is an instrument, used for the realisation of the goals of Government. It is the action part of Government for the fulfilment of the objectives set by the political decision-makers. With the growing importance of Government in the wake of expanding public functions, Public Administration became highly complex and more and more specialised. An essay by Woodrow Wilson, of USA in 1887 marked the symbolic beginning of this discipline.

MEANING AND SCOPE OF PUBLIC ADMINISTRATION

A major difficulty in aiming at a universally acceptable definition of Public Administration arises in part from the rapid growth in the 20th century of Public Administration engaged in technical details. To understand, the simple term '*administration*', it is a process common to all group efforts and Public Administration is management, operations or even

enforcement of public policy. It is essentially a cooperative and collective effort towards the realisation of laid down objectives. Pfiffner and Presthus has defined it as '*the organisation and direction of human resources to achieve desired goals*'. This means that administration is concerned with the '*what*' and '*how*' of the Government, *i.e.*, the subject-matter and techniques of management. **Dimock** however in a broader perspective, according to Willoughby it denotes the work involved in actual conduct of governmental affairs—executive, legislative and judicial.

The integral view of Public Administration consists of the sum total of activities in an enterprise—from the highest to the lowest—concerning a multitude of particular operations. Chief exponent being L.D. White. To sum up Dimock and Dimock, public administration is the whole Government in action. However to summarise these definitions, public administration has a wide scope which includes:

- (1) the formulation and implementation of public policies
- (2) the executive branch of Government.
- (3) organisational structure and machinery of administration

- (4) Administrative processes
- (5) Bureaucracy and its activities
- (6) Coordination of group activity or social relationship
- (7) Interaction between organisation and their environment.

Human factor in administration, is both necessary and desirable. Nehru had said that administration is a human problem, to deal with them and their welfare. But there appears to be a serious gap between aspirations and performance. Public administration is to reduce this gap. Public administration today has a completely changed meaning. Three distinguishing features – functions enormously increased in number, variety and complexity; purpose completely reoriented and methodology has gone from trial and error stage into an orderly discipline. Thus Public Administration is both an activity and a discipline. It operates, though, within a particular political setting. In their broader context, the ends of administration are the ultimate objects of the state (maintenance of peace and order, achievement of justice, protection against disease). In short, the attainment of good life.

NATURE AND SIGNIFICANCE OF PUBLIC ADMINISTRATION

Today, Public Administration has to perform not just a *laissez-faire* role but to bring equilibrium, planned economy and other regulatory work. Public Administration is of pivotal importance in developing countries like India, which are engaged in a massive effort to lift themselves from a state of poverty to a level of general happiness. Within the last century Government has taken on new working plants, water, gas, electricity and other utilities, protection against disease, accident, employment services, conciliating industrial disputes etc. which is a challenge to this discipline. It also formulates plans, e.g. National Development Council, Economic Commission. Further, it provides leadership in modern world by organising meetings, seminars, conferences. Today, it has become a tool for social change. It is a locomotive of development in the poor countries of Asia, Africa and Latin America.

DISTINCTION BETWEEN PUBLIC AND PRIVATE ADMINISTRATION

Thinkers like Urwick, Follett and Fayol are of the view that administration is an indivisible entity and

it is difficult to demarcate the spheres of the two types of administrative activity. This is because there are many private agencies performing welfare activities and *vice-versa*. Secondly, methods and work may be common to both. There is a growing interaction between public and private sectors. But however important similarities, there is fundamental difference between them, in terms of uniformity, external financial control, ministerial responsibility and marginal return. Following are the differences:

(1) Political Direction on Ministerial Responsibility: Unlike Private administration, public administration is subjected to political direction in policy matters where ministers lay down the policy and bureaucrat implement them. However the administrators enjoy operational autonomy and are not responsible to the legislatures.

(2) Profit Motive or Marginal Return: Public Administration is service-oriented with no correlation between income and expenditure and profit-making is not its goal. Contrarily private sectors will never undertake any venture without profit.

(3) Social Necessity: The scope of public administration is wider compared to private administration, which is narrower. The former looks after railways, post and telegraphs, hospitals, public health, education, all which caters social need. Private sectors are basically concerned with providing marketable consumer goods to public, catering only to their economic needs.

(4) Public Responsibility: Public Administrators are trained and duty-bound to the wishes of public and cater to their needs. Private administration has no such obligation. Its main objective is to secure its own ends.

(5) Uniformity of Treatment: Public administration is mostly regulated by common and uniform laws and regulations and is subject to the principle of external financial control, *i.e.*, by the people's representatives through legislature. In private administration finances are not controlled by any outside agency.

(6) Conformity to Laws and Regulations: Public administration has to function under legal framework and if it breaks law, its action can be declared invalid by the court. Private administration has no such responsibility.

However, both are the two species of the same genus, but they have special values and techniques of their own.

CONCLUSION

To sum up, public administration as a discipline is still in the process of seeking its identity. It is characterised by a rich variety of conceptual constructs and encompasses from traditional to the modern, from a man in the organisation to the endless cosmos which influence administrative man. Its scope is wide and is very significant in the increased governmental activities. Public and private administration have much in common but still there are several points of differences. The maintenance of law and order, however, is the primary role of Public Administration.

QUESTION AND ANSWERS

Q. 1. Why is the scope of Public Administration expanding?

Ans. With the growing importance of Government in the wake of expanding public functions, the scope of public administration is expanding. Three distinguishing features—functions enormously increased in number, variety and complexity, purpose also reoriented and methodology taking an orderly shape—has made public administration increase its scope from *laissez-faire* to bring equilibrium and planned economy. It has to undertake activities in the field of making laws for human affairs, formulate plans, protection against disease, employment services and many more under the aegis of welfare performances. It has become a tool for social change and hence now has a wide scope.

Q. 2. What are the important characteristics of Public Administration?

Ans. Public Administration is the management of affairs of the Government at all levels—national, state and local. The important characteristics of Public Administration can be summarised as follows:

- (1) It is a cooperative group effort in a public setting;
- (2) It covers all three branches—executive, legislative and judicial—and their interrelationships;
- (3) It has an important role in the formulation of public policy and is thus a part of the political process;
- (4) It is more important than, and also different in significant ways from private administration;

PUBLIC ADMINISTRATION : MEANING AND SCOPE / 3

(5) As a field of study and practice has been much influenced in recent years by the human relations approach;

(6) It is closely associated with numerous private groups and individuals in providing services to the community.

Q. 3. Explain the scope of Public Administration.

Ans. There are many views regarding the scope and range of activities to be included in public administration. Some thinkers take a broader view and including all governmental activities having for their purpose. The fulfilment of public policy, while others take a narrow view and consider only those activities concerned with the executive branch of the Government as part of public administration. The basic concerns of public administration as a field of study would therefore include

(1) structures of public organisations dealing mainly with the way executive organisations are formed, readjusted and reformed;

(2) administrative processes denoting the dynamic aspects of organisation such as communication, control and decision-making;

(3) bureaucratic behaviour with emphasis on the interpersonal and inter-group relationships in organisational settings, and

(4) organisation environment interactions covering the influential and meaningful relationships that are found to exist between public administration and its surrounding forces and factors in the environment.

The 'public' aspect of public administration lends special character to it. The adjective can be looked at formally to mean 'Government'. So, public administration is Government administration, the focus being specifically on public bureaucracy. This is the meaning commonly used in discussing public administration. A wider meaning of 'public' administration has sought to expand its ambit by including any administration that has considerable impact of the public. From this standpoint, a private electricity undertaking like the Calcutta Electric Supply Corporation can be considered a fit subject of discussion under public administration. It is, however, in the first sense that public administration is usually considered.

Q. 4. Explain the character of Public Administration.

Ans. Public Administration as a discipline has tilted towards the “*management sciences*”. The thrust is on administrative and managerial tools and principles as budgeting, management techniques, application of operations research methods, computer technology, etc. Such heavy management orientation has tended to rob the discipline of its social science character. The discipline has gradually come to assume a vocational character, the objective being to produce public managers. However it may be said that since the dawn of ‘*New Public Administration*’ movement of the late sixties, there has been an increasing awareness of the basically social science character of the discipline of public administration. In brief, the entire evolution and changing character of public administration has reflected in the changing character of technology and

the social and economic problems associated there within the administration of different societies.

Q. 5. Distinguish between Public Administration and Business Administration.

Ans. There is some fundamental difference between public and private administration. There is a political direction or ministerial responsibility in the former and such control is not seen in the latter. While the former is service-oriented, profit-making is the goal of private administration. The scope of public administration is wider compared to private, which is narrower the former caters to the social needs like health, education etc.;, while the other provides marketing goods only for the economic needs. Public administration has the essence of responsibility and duty within itself, while there is no such obligation in private.

Despite these differences, they are the two species of the same genus.

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