

**PAPER - 2 PART - A UNIT - 5**

**ADMINISTRATION AND MANAGEMENT**

**1. Clarify the meaning of Public Administration ?**

- The word 'administer' is derived from the Latin word administer, which means to care for or to look after people, to manage affairs.
- It may be defined as "group activity which involves cooperation and coordination for the purpose of achieving desired goals or objectives. The term administration appears to bear at least four different meanings depending upon the context in which it is used.

1. **As a Discipline** : The name of a branch of learning or intellectual discipline as taught and studied in colleges and universities.
2. **As a vocation** : Type of work / trade or Profession / occupation
3. **As a Process** : The sum total of activities undertaken to implement public policy or policies to produce some services or goods.

**2. Highlight areas where Public Administration is Visualized?**

1. It is the non-political public bureaucracy operating in a political system.
2. It deals with the end of the state, the sovereign will, the public interest and laws.
3. It is the business side of the govt. and as such concerned with policy execution, but it is also concerned with policy making.
4. Covers all three branches of government although it tends to be concentrated in the executive branch.
5. Provides regulatory and service functions to the people in order to attain good life.

**3. Throw light on the Relation among the Administration, organization and Management?**

**Administration**: It is the force which lays down the object for which an organization and its management are to strive and the broad policies under which they are to operate.

**An organization**: It is a combination of the necessary human beings, material, tools, equipment and working space brought together in systematic and effective co-relation to accomplish some desired object. **Management**: is that which leads, guides and directs an organization for the accomplishment of pre-determined object.

To put the above in simple terms, Administration sets the goal, management strives to attain it and organization is the machine of the management for the attainment of the ends determined by the administration.

4. **Discuss the scope of Public Administration according to Broad and Narrow Views?**

- **Narrow View:** Public Administration is concern with the executive branch of the government. It deals with the action part of the government i.e., visible part of the government.
- **Broad Views:** Public Administration is concern with three organs and their interdependence-legislature, Executive and Judiciary and their interrelations.

5. **Throw light on the scope of Public Administration according to Integral & Managerial Views?**

- **According to Managerial view** the scope of Public Administration should emphasize in the managerial function such as planning, control, budgeting etc. The entire organization appears one as managerial functions are directed towards one goal.
- **On the other hand, the integral view** believed that the success of organization lies in the success of four different types of activities- Managerial, Technical, Clerical and Manual activities. All these activities are equally important. Despite the fact that the significance of all the persons working in an organization may differ, the activities of all the persons of organization (from top to bottom) constitute the administration.

6. **Examine the Importance or significance of Public Administration?**

- **Importance of public Administration as specialized subject of study:**  
As per Wilson, the object of administrative study is to discover what govt can properly and successfully does and how it can do these things with utmost efficiency.
- **Importance of public Administration as an activity:**  
As an activity its importance lies in the Role played by it such as
  - (a) **Basis of the government:** No government can exist without administration.
  - (b) **An instrument for implementing policies:** will of the government are translated into reality by public administration thus converting words into action and form into substance.
  - (c) **A stabilizing force in society:** It is a major force for bringing stability in society It has been observed that change is seldom experienced by administration, so an element of continuity between the old and the new order is provided by public administration.
  - (d) **An instrument of social change and economic development:** Public administration's role as a change agent is particularly crucial in developing nations. Thus its role is to bring positive change and faster socio-economic development.

**7. Examine the Reasons for the growing importance of public administration?**

1. **Emergence of welfare and Democratic state:** It has led to an increase in the activities of public administration compared to that of the laissez - faire state. The state has to now serve all sections of people in the society. This amount to enhanced responsibility of public administration. Public administration is also to regulate and control private economic enterprises to meet the objective of the state.
2. **Industrial Revolution :** The industrial revolution gave rise to socio- economic problems making the government to assume new roles and responsibilities such as protection and promotion of the rights of workers in industrial establishments etc.
3. **Scientific and Technological Development :** This has brought about welcome addition in infrastructure such as power, transport and communication system. All these have made possible 'big government' and large scale administration.
4. **Economic planning :** Centralized economic planning has been pursued in many developing countries as a method for socio- economic development. It requires a large number of experts and elaborate administrative machinery for plan formulation, implementation, monitoring and evaluation.

**8. Public Administration is critical to Modern Welfare State. Examine.**

- The scholars of Public Administration believed that Public Administration is critical to development and existence of civilization. The very essence of civilizations is dependent on the effectiveness of Public Administration. Administration affects all the elements of society. If any society disintegrates, then Public Administration will be held responsible. The integral nature of society is dependent on administration. Therefore, in this modern era, if Public Administration fails then it would lead to chaos, civil war indiscipline and disintegration of civilization etc. In short, Public Administration is very critical to 'welfare' society.

**9. Public Administration is critical to people at large. Comment.**

- Ridely's concept of 'citizenship' best explained the Public Administration's critically to people at large. In today's era of 'big' state, each citizen is touched by the state in almost all aspects. The citizens can maximize their benefits only when they are aware of their rights, claims and duties. It is the responsibility of the state to make every citizen aware of their rights, claims and duties. And Public Administration is the medium through which the awareness, roles and responsibilities can be established.

## 10. Discuss the difference between Discretionist and Instrumental views.

Discretionist Group	Instrumental Group
<ul style="list-style-type: none"> <li>• The administrationist and administrators are autonomous. They governed on their own.</li> <li>• The group believes in welfare of the people.</li> <li>• Bureaucracy is subjugated to Constitution of India, to the people of India, social ethos and public interest. In other words, Bureaucracy is governed by 'values' like secularism, democracy etc.</li> </ul>	<ul style="list-style-type: none"> <li>• The administrationist and practitioners are non- autonomous and dependent on the government.</li> <li>• They simply act as an instrument to implement the expression of the state or government.</li> <li>• Bureaucracy is subjugated to the government of India. Bureaucracy, thus is merely a body of skilled individuals controlled by government agencies. Bureaucracy is</li> <li>• an instrument and is not autonomous. It is simply a servant to the political executive.</li> </ul>

## 11. Public Administration as an art as well as a science. Analyse.

Public Administration adopts techniques such as planning organizing etc body of established knowledge, principles and theories. These techniques and tools can be taught and learnt. Thus Public Administration qualifies to be an art. Whether Public Administration qualifies to be a science is debated and controversial. Some scholars believe it as a science and some do not. The contrasting views are-

- **From a rigid viewpoint**, Public Administration cannot be considered as a science. This viewpoint is also referred as **Positivist School of Thought**. According to this viewpoint, Public Administration may be accepted as a science only if it follows certain standards, rigours and steps of science. And Public Administration fails to qualify as science from this viewpoint. For instance, human behavior and public administration cannot be studied in laboratory. The data can't be captured. Thus Public Administration fails to follow the standards of science..
- **On the other hand, if we consider loosely**, then Public Administration can be still considered as a science. Weber, for instance, defended Public Administration as science. Weber believed that physical science deals with the objective studies of objective things but social science is the objective studies of both objective and subjective things.



**12. Can Public Administration be considered as a discipline?**

- A subject can be considered as a discipline if it has two elements—corpus of knowledge and knowledge is being imparted in institutions. There is no doubt that Public Administration has a body of knowledge and is defined by various concepts, theories, principles, methods, tools, techniques and robust vocabulary.
- Today is an era of multidisciplinary—Every discipline (or subject) enjoys and accommodates multiple ideas from multiple disciplines. And Public Administration like any other discipline is sourced from many disciplines and is eclectic in nature but has a core i.e., government in action. In other words, Public Administration distills the crux from other disciplines. Therefore it would not be wrong to say that Public Administration has a corpus of knowledge. Public Administration is also imparted in a number of colleges and universities in India.

**13. Can Public Administration be considered as a Profession?**

- A discipline may be regarded as a profession when it has following elements—corpus of knowledge, prolonged training and education, social responsibility, code of conduct and parent body or an association.
- Public Administration may be considered as a specialized body of knowledge which defines its various tools, techniques, methods, principles, theories and concepts etc. Thus Public Administration satisfies the first condition i.e., have a corpus of knowledge. Public Administration can be taken up by individuals from diverse backgrounds. The employment of the generalist administrator in the public service is almost never contingent on the applicant's possessing a degree in Public Administration or Public Affairs. There is also little if any formal training in the field of administration.
- As far as social responsibility is concerned, Public Administration is endowed with social responsibility. Public Administration of today is devoid of code of conduct. It is very unfortunate that there is no parent body or association as far as members of administration are concerned. But disciplines like law and medical have their parent bodies—Bar Council of India and Medical Council of India.
- From the above discourse it is amply clear that Public Administration is rightfully regarded as a discipline but not a full-fledged profession. Rather it is a profession-in-making.

**14. Provide your views on the topic “Public Administration as a social science”.**

- Social Science is the study of human and deals with the value component. The Principles of Social Science, thus, are limited in universality and predictability. It is also progressive science. Public Administration deals with the 'action' part of the government and society. The action part is one value component (preference and variable) The Principles of Public Administration are also limited in universality and predictability. Besides the action part is also not static rather ever evolving. Therefore Public Administration is progressive Science.

**15. Throw light on the Dissimilarities between Public and Private Administration?**

**(1) Political Character and accountability:** Administration is subject to political direction in most policy matters. It operates under the surveillance of political character both elected representative and people at large. In short, public administration is accountable to people at large. On the contrast, private administration is not directly responsible to both elected members and people at large. It enjoys a large autonomy characterized by organization itself.

**(2) Legal framework and procedure:** Public administration in terms of day to day operations is strictly bound by government law, rules and regulations. Whereas private administration enjoys a large amount of autonomy from law, rules and regulations in its day to day functioning.

**(3) Service Orientation:** The government administration (public administration) is service oriented whereas private administration, is by a large, profit oriented.

**(4) Financial Control:** Public administration is subjected to very extensive financial control. The control is exercised by the external agency. It is the legislature that passes appropriation bill which authorizes the executive branch to spend money. There is complete dichotomy between administration and finance. Such complete divorce of finance administration does not exist in private administration.

**16. Discuss the Role of Public Administration in Developing Countries?**

**1. Role of Public Administration in Developing countries**

- Public Administration has to meet the rising expectations of the people. Govt of the developing countries is expected to provide basic amenities to the various sections of the society such as poor, women children etc. For this purpose, bureaucracy helps the political executive to formulate good policies for the welfare of the targeted persons and gets the policy implemented role to improve living standard of the people.

**2. Role in socio-economic Development :**

- Developing countries are in the stage of transformation from agriculture to industries and so has limited resources, the administration has to manage the resources efficiently and ensure faster socio-economic development.

**3. Help democracy survive :**

- The administration maintains law and order and democracy at the time of election of these countries.

**4. Support of the Private sector, the development of effective cooperative relation between the public and private sectors.**

**5. Ensuring inclusive and sustainable development of the society.**

## **17. What is Politics Administration Dichotomy in the development of Public Administration?**

- Some scholars contended that Politics and administration are two distinct functions of the government. They observed that 'politics has to do with policies or expressions of the will of the state while administration has to do with the execution of those policies'. Since politics and administration are distinct and different, Public Administration should be treated as a separate discipline. Public Administration has to deal with the government in action i.e., government bureaucracy.

## **18. What do you mean by Governance approach in Public Administration?**

- By 1990, in the field of Public Administration came a new development, referred by Nicholas Henry as Governance. Public Administration adopted a new type of approach institutional and networked instead of institutional approach. The state should no longer deal alone with the public affairs. The state private organization and civil society should collectively address the collective goals. The multiple-actor paradigm is adopted instead of single-actor paradigm. This is an era of minimal state or rolling back of state. But the importance of the roles of Public Administration has not been undermined in this era of minimal state.

## **19. Provide an Introduction to the New Public Administration?**

- New Public Administration emerged in late 1960s in America, specially after Minnowbrook Conference held in September 1968. NPA has broken fresh ground and imparted new substance to the discipline, Public Administration. It brought about a type of rethinking and refreshing outlook in the study of Public Administration. It is a major development in the annals of Public Administration as a discipline. It brought about reforms in the study of Public Administration.

## **20. Discuss the four important Goals of New Public Administration?**

1. **Relevance** : Public Administration had always emphasized on efficiency and economy. It gave sheer importance to the tools and techniques. According to NPA, these tools and techniques should be based on the social context. The tools and techniques should consider the social problems, woes and worries.
2. **Values** : NPA openly rejected the value neutral concept of the orthodox public administration. NPA advocated that administration should work for the disadvantaged, underprivileged and marginalized sections of the society.
3. **Social Equity** : NPA did not agree with the orthodox school's emphasis on efficiency and economy, which were also the goals of business administration. As per NPA, the Purpose of administration is to reduce the economy, social and psychic sufferings of individuals in the society.
4. **Change** : In order to bring about the cause for social equity, the focus should be on social change. The society is inherently differently structured- rich and poor, strong and weak, dominating & dominated There social equity can be achieved through social change.

## **21. Enumerate various Dimensions of Entrepreneurial Government?**

- (1) Catalytic Government
- (2) Community Government
- (3) Customer- Oriented Government
- (4) Competitive Government
- (5) Result-Oriented Government
- (6) Anticipating Government
- (7) Decentralized Government
- (8) Mission-Oriented Government
- (9) Enterprising Government
- (10) Market-Oriented Government.

## **22. What do you mean by Catalytic Government?**

- The government should learn to act as a facilitator. It is to leverage government authority and resource by using private and non-profit sector's resources and energies through strategies such as privatization of public services and public-private partnership.
- The government should 'steer rather than row' by emphasizing on directions and priorities but letting private and non-profit organizations deliver services and projects. The government should act as a 'catalyst'.

## **23. Discuss the concept of Community-owned Government?**

- The concept of community-owned government means strengthening and empowering communities to solve their own problems. The people at large are allowed to participate in the process of implementation and thereby bringing a sense of ownership and increasing the commitment.
- The people of the community may take up the initiatives on their own which otherwise may not have taken. Henceforth, the state can achieve its goals by evolving a sense of ownership among the people of the community.

## **24. What do you understand by Customer-Oriented Government?**

- The government should work to meet the needs of the customers and not bureaucracy. This government instead of acting as patron should promote the customers interests. There should be more attentions to customers through procedures such as customer surveys, toll free numbers, total quality management programmes and complaintracking. The customer can be provided with more choices.

## **25. Describe the Concept of Mission Oriented Government?**

- The government should transform from rule driven to mission- oriented government. The government should try to get out of the spider-web of detailed rules, instructions or guidelines. There should be more emphasis on government programs missions rather than on bureaucratic rules and procedures through strategies such as flexible budgeting procedures, more flexible personnel and procedures.



**26. Define Unity of Command?**

- No employee should be asked to report to more than one superior that means everyone should have only one boss and report to him only. This will avoid conflict and confusion in the organization. This will also help in fixing Responsibility of every one in the organization.
- If he receive orders from more than one superior then he might receive conflicting orders from them, and his position may become an impossible one. Diversity of command may also result in the subordinates playing off one superior against another or others. All this may cause confusion and blurring of responsibility.

**27. Define Span of Control?**

- No supervisor or superior should be required to supervise more subordinates than he can effectively manage because of the limitations of time and ability.
- There is a limit on the number of subordinates that an executive can supervise. Number of subordinates to be supervised will depend upon many factors like nature of the job, personnel capability of the supervisor, established rules and procedures in the organization etc.

**28. Clarify the meaning of Hierarchy? Also discuss the principals involved?**

- Literally, the term "hierarchy" means the control of the higher over the lower. In administrative phraseology, it means an organization structured in a pyramidal fashion with successive steps interlinked with each other, from top to bottom.
- **Principles**
  1. Principle of 'through proper channel', that is, all commands and communications should pass through a proper channel. No intermediate level can be skipped in transacting business.
  2. Principle of 'correspondence', that is, authority and responsibility should be coequal and coterminous at all levels. It is believed that "authority without responsibility is dangerous and responsibility without authority is meaningless."
  3. Principle of 'unity of command', that is, a subordinate should receive orders from one superior only.

**29. Highlight the Advantages of the Principle of Hierarchy?**

- The advantages of the principle of hierarchy are :
  1. It serves as an instrument of integration and coherence in the organization.
  2. It acts as a channel for communication.
  3. It enables to fix responsibility at each level.
  4. It prevents congestion of work at the top level.
  5. It facilitates delegation of authority.

**30. Highlight some of the possible Disadvantages of the Principle of Hierarchy?**

- The disadvantages of principle of hierarchy are:
  1. It causes inordinate delay in the disposal of work due to red tapism.
  2. It discourages the initiative and drive of the lower level personnel resulting in indecisiveness and inefficiency.
  3. It is not conducive for the growth of dynamic human relations among members of the organization, as it brings too much rigidity in administration.
  4. It makes the organization all (overextended). Consequently, the personnel at the top lose touch with the personnel at lower levels.

**31. Define Coordination?**

- "Coordination is the orderly synchronization of efforts of provide the proper amount, timing and directing of execution resulting in harmonious and unified actions to a stated objective."

**32. Discuss the importance of coordination in successful functioning of an organization.**

- Coordination is essential for smooth and successful functioning of organization due to the following reasons.
  1. To avoid conflicts and duplications of work in the functioning of organization. This ensures economy of expenditure.
  2. To curtail the tendency among employees to attach too much significance to their own work and deemphasize others' work.
  3. To prevent the tendency of 'empire-building', that is expansion of one's own activities to gain more power.
  4. To check the narrow perspective of specialists who engage indifferent and specific aspects of work.
  5. To meet the requirements of growing number of organizational units.

**33. Explain The Meaning of Centralisation and Decentralisation?**

- Centralization means concentration of authority at the top level of the administrative system.
- Decentralization, on the other hand, means dispersal of authority among the lower levels of the administrative system. Thus, the issue of centralization versus decentralization revolves around the location of the decision-making power in the administrative system.
- **In a centralized system of administration**, the lower levels (called field offices) cannot act on their own initiative. They have to refer most of their problems to the higher level (called headquarters) for decision-making. They act as only implementing agencies.
- **In a decentralized system of administration**, on the other hand, the field offices can act on their own initiative in specified matters. They are given authority to take decisions without reference to the headquarters. Thus, the essence of decentralization is the vesting of decision-making power in the field offices.

### **34. Enumerate the Merits of Centralisation?**

1. It provides for maximum control over the entire organisation.
2. It ensures that all the work is performed in the same manner and in accordance with the same general policies and principles.
3. It makes administrative abuses more difficult in matters like employment and handling of personnel, purchase and use of supplies and so on.
4. It secures economy in administration by avoiding duplication of work.
5. It facilitates the introduction of dynamism in the organisation through the active role of personal leadership.
6. It is suitable for dealing with emergencies and unanticipated matters.
7. It enables the maximum utilisation of the human and material resources in the organisation and thus develops a corporate personality.

### **35. Highlight the Demerits of Centralisation?**

1. It leads to delay in securing action as the field officials have to refer the matter to the higher authorities.
2. It leads to autocratic control over subordinates and thus results in lack of flexibility in administration.
3. It makes administration irresponsible as the head office acts without the knowledge of local conditions and requirements.
4. It does not facilitate people's participation in administrative process.
5. It does not allow the development of second line of executives.
6. It is not conducive for the expansion and diversification of the organization.

### **36. Examine the Merits of decentralization?**

1. It increases administrative efficiency by reducing delays, curbing red-tapism and encouraging faster action.
2. It reduces the workload of the head office and thus enables the top echelons to concentrate on vital issues like policy formulation, examining major problems and so forth.
3. It makes administration more responsive as the field units act with the knowledge of local conditions and requirements.
4. It facilitates people's participation in administrative process and thus strengthens democracy at the grass-root level.
5. It allows the development of second line of executives due to adequate delegation of authority to the lower levels.

### **37. Enlist Demerits of decentralisation?**

1. It complicates coordination and integration of the activities of various units due to decrease in the degree of central control over the total organisation.
2. It makes communication among various levels difficult and thereby reduces its effectiveness and authenticity.
3. It makes administration expensive due to duplication of work and lack of centralised housekeeping services.
4. It increases administrative abuses like corruption, maladministration, nepotism, and so on. These things can be seen in the working of Panchayati Raj in our country.

### 38. Discuss the Concept of Power?

**Power:** It is defined as the ability to extract desire response to make things happen ; to be a causal agent ; to initiate change. It is the capacity to produce intended results and effects.

- Power according to Follet should not be coercive rather it should be **coactive power**.
- **Coercive power** is the 'power over' the subordinates, whereas coactive power is the 'power with' the subordinates.
- In coactive power, the superior - subordinate together decides and collates.

### 39. Define the Concept of Authority?

**Authority :** According to Follet, It is a vested Power - the right to develop and exercise power. It is not individualistic or isolative, but cumulative and Pluralistic i.e. authority of particular position flows from multiple directions Authority can't be conferred nor delegated to others. It is not a joint exercise. It lies with the job and stays with the job.

- Authority is that form of power which is legalized and legitimized. Authority is a form of power e.g. a statute giving power to a minister.
- Power + Legitimacy = Authority

### 40. Describe the Typology of Authority provided by Max Weber?

Weber divided legitimate authority in three types.

1. **Traditional Authority:** It is derived from long established customs, habits and social structures.
2. **Charismatic Authority:** Here, the charisma of the individual or the leader play the important part. i.g. Mahatma Gandhi, Narendra Modi etc.
3. **Legal Rational Authority:** It depends for its legitimacy or formal ruler and established laws of the state.

### 41. Analyse the sources of Authority and Public Administration?

- (i) Law, that is constitution, legislative enactments, delegated legislations and judicial decisions.
- (ii) Tradition, that is, organizational norms, codes and work habits.
- (iii) Delegation, that is, conferment of authority by the higher to the lower levels.

### 42. Explain the Positional Theory of Authority?

**Positional Theory of Authority:** The positional theory of authority is reflected in the following definitions:

**Max Weber:** "Authority is the willing and unconditional compliance of people, resting upon their belief that it is legitimate for the superior to impose his will on them and illegitimate for them to refuse to obey." **Henry Fayol:** Authority is the right to give orders and the power to seek obedience".

Here Weber and Fayol view authority as an attribute of a position in the organization and not of an individual member. In other words, authority lies with the formal position and whoever occupies it, shall exercise authority and issue orders and commands. It is the duty of the subordinates to obey those orders and commands.



**43. Discuss the Acceptance Theory of Authority?**

- Barnard rejected the traditional (classical or positional or formal) theory of authority advocated by Weber and Fayol. He advocated the acceptance theory of authority. According to this theory, the basis of legitimacy of the superior's authority is the *acceptance* lent by the subordinate.
- A superior can exercise authority only when it is accepted by the subordinate. He defined authority as "the character of a communication (order) in a formal organization, by virtue of which it is accepted by a contributor or member of the organization as governing or determining what he does or is not to do, so far as the organization is concerned."

**44. Examine the conditions when a subordinate will accept a communication as authoritative?**

- (i) When he understands the communication (i.e., intelligibility)
- (ii) When it is not inconsistent with the purpose of the organization.
- (iii) When it is compatible with his personal interest as a whole.
- (iv) When he is able mentally and physically to comply with it (i.e., feasibility)

**45. What do you understand by 'zone of indifference' of individuals participant of the organization.**

- Barnard stated that the acceptance of authority is facilitated by the 'zone of indifference' of individual participant of the organization. He says that the orders will be accepted by the subordinate so long as they fall within this zone.
- Hence, the executives should issue only those orders which fall within this zone. The extent of the zone of indifference is determined by the contribution-satisfaction equilibrium.

**46. Discuss the acceptance theory of authority advocated by the Simon?**

- Like Barnard, Simon also advocated the acceptance theory of authority. He defined authority as "the power to make decisions which guide the actions of another." Further, following Barnard's 'zone of indifference'. He presented the 'zone of acceptance.' Simon said that when the superior exercises authority beyond this zone of acceptance, the subordinate disobeys it.

**47. What do you mean by responsibility?**

**Responsibility:** It is an obligation of an individual to perform assigned duties to the best of his ability under the direction of his leader.

- It is different from accountability, which denotes answerability to the superiors regarding completion of the job in accordance with the directions.
- Responsibility is of two types, *viz*, operating responsibility and ultimate responsibility. The former can be delegated to the subordinates, while the latter cannot be delegated.
- According to Fayol, authority and responsibility are inter-related and commensurate. In her words, "Authority is not to be conceived of apart from responsibility, that is, apart from sanction-reward or penalty-which goes with the exercise of power. Responsibility is a

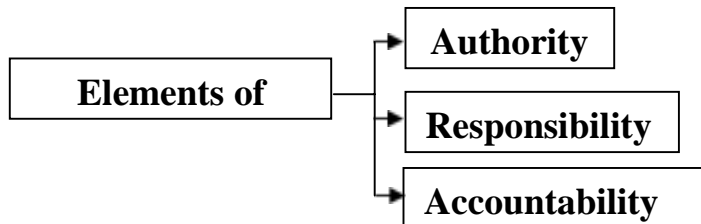
corollary of authority, it is its natural consequence and an essential counterpart, and wheresoever authority is exercised responsibility arises”.

#### 48. Define Delegation?

**Delegation:** It is the downward transfer of authority from a superior to a subordinate. This is important because the superior cannot look after all the processes.

- The delegation of authority allows for concentration of time on more important activities in an organization.
- The transfer of authority from a superior to a subordinate does not mean a transfer of accountability. Interestingly, the accountability for the tasks still resides with the superiors.

#### 49. Analyse the features of Delegation?



- Assignment of duties by the superior (delegator) to the subordinate (delegate)
- Granting of authority by the delegator to the delegatee to facilitate the work assigned to him.
- Creation of an obligation, that is, the delegatee becomes duty bound to complete the work.
- No further delegation of the obligation by the delegatee to his subordinates.

It must be clarified here that a scheme of delegation is subject to the supervision and control of the delegator.

#### 50. Describe the types of Delegation?

**Downward, Upward and Sideward:**

- Delegation is downward when a higher authority delegates to a lower authority. Example - a sales manager, delegating to a salesman.
- Delegation is upward when a lower authority delegates to a higher authority. **Example** - shareholders delegating to their board of directors.
- Delegation is sideward when it is at equal levels. **Example** - delegation between African tribal chiefs and their Central Tribal Authority.

**Outward Delegation:** Delegation is outward when authority is granted to an outside body which is not under the direct control of the delegator. For example, delegation to ad-hoc committees set up for a specific purpose.

**51. Examine the Advantages of Delegation?**

Delegation is a functional imperative for all kinds of organization. It is needed for the following reasons.

- (i) To reduce burden on the superior.
- (ii) To avoid delay in administrative process.
- (iii) To have proper adjustment of policy and programme to local conditions.
- (iv) To train the subordinates in the art of sharing responsibility and making decisions.
- (v) To develop second line of leadership.
- (vi) To overcome complexity in procedures, that is delegation to specialists.
- (vii) To increase the sense of responsibility and interest in the employees.
- (viii) To overcome congestion of work at the top level.

**52. Examine the principles which make delegation of authority effective?**

The observance of following principles make delegation of authority effective.

- (i) Delegation should be specific and written.
- (ii) Delegation should not be made to an individual but to a position.
- (iii) The competence of the subordinates should be taken into consideration.
- (iv) Authority and responsibility should be coterminous and coequal.
- (v) Delegation should be properly planned.
- (vi) Well defined policies, regulations and procedures should be adopted.
- (vii) The communication system should be kept free and open, and a systematic reporting system should be maintained.
- (viii) Delegation should be followed by a performance appraisal system.

**53. Examine some of the Hindrances to delegation.**

**Organizational Hindrances**

- (i) Lack of well established organizational methods, procedures and rules.
- (ii) Lack of effective means of internal communications.
- (iii) Lack of well defined positions in terms of responsibility and authority.
- (iv) The constitutional, legal and political restrictions.

**Personal Hindrances:**

- (i) They are afraid that others will not make proper decisions or carry them out in a desired manner.
- (ii) They fear that disloyal or subversive power centres will develop among strong subordinates.
- (iii) In public administration, political considerations often make delegation difficult.

#### **54. Provide definition of organization?**

- Organization is the form of every human association for the attainment of a common purpose.
- Organization is the arrangement of personnel for facilitating the accomplishment of some agreed purpose through allocation of functions and responsibility.

#### **55. What do you mean by Formal organization. Also mention its main characteristics.**

- **Formal organization** : By formal organization we mean the organization as deliberately planned, designed and duly sanctioned by competent authority. It is the organization as shown on the organization chart or as described in the manuals and rules.

##### **Main Characteristics**

1. It has a clearly defined structure of activities which is predetermined by the top management.
2. The organization structure is based on division of labour and specialization.
3. The organization does not take into consideration emotional aspect. It is deliberately impersonal.
4. Comparatively, a formal organization is stable.

#### **56. Define Informal Organization. Highlight its characteristics?**

- **Informal organization** : It can be described as a "shadow" organization. It grows within an informal organization. Therefore there cannot be an informal organization without a formal organization.

##### **Characteristics**

1. It is a loose, flexible and hazy.
2. The interaction among its members is without definite objectives.
3. Management has no control over the informal organization.

#### **57. Discuss main reason why the informal organization came into being?**

1. An informal organization satisfies social needs of its members.
2. It creates the feelings of identity or sameness among its members.
3. Its members learn about desirable and undesirable behavior through it.
4. It preserves the cultural values of its members.
5. It helps members in achieving their goals.

#### **58. Examine the Importance of organization?**

- A sound organization structure can contribute to the success of an enterprise in many ways this, in fact, is the backbone of management.
- 1. It can secure many advantages like efficient management, coordination and communication, growth and diversification, optimum use of technological innovations, optimum use of human resources, etc.
- 2. Provides scope for training and development of personnel through proper delegation of authority.
- 3. Duplication of efforts is avoided because there is no overlapping of duties.
- 4. It facilitates the smooth flow of work because responsibilities are well defined.



**59. Describe Classical Organizational Theory?**

- The classical theory is also known as the traditional theory of organization or management. It views the organization in terms of its purpose and formal structure. It places emphasis on the planning of work, the technical requirements of the organization, principles of management, and the assumptions of rational and logical behaviour.
- **The classical theory is built the following ideas:**
  - The hierarchy, specialization and division of labour, the scalar principle, unity of command, departmentalization, span of control, parity of authority and responsibility, centralization and decentralization and Line-Staff relationship.

**60. Analyse the main pillars or elements of the Classical theory?**

1. **Division of Labor** – In order to obtain a clear specialization in order to improve the performance of individual workers, the organization must divide work.
2. **Departmentalization** – The organization must group various activities and jobs into departments. This allows it to minimize costs and also facilitate administrative control.
3. **Coordination** – The organization must ensure harmony among diverse functions. This allows it to arrange the group effort in an orderly manner which provides unity of action while pursuing a common purpose.
4. **Scalar and Functional Processes** – A scalar chain is the series of superior-subordinate relationships from the top to the bottom in an organization. It facilitates the delegation of authority or command, communication or feedback, and also remedial action or decision.
5. **Structure** – Structure is the logical relationship of functions in an organization. Further, these functions are arranged for effective objective accomplishment.
6. **Span of Control** – This is the number of subordinates that a manager can effectively supervise.

**61. Provide some valid criticisms of Classical Organizational Theory?**

- It takes a rigid as well as a static view of organizations.
- Most classical theorists view an organization as a closed system with no interaction with its environment.
- The theory focuses more on the structural and also the technical aspects of organizations.
- It is based on oversimplified and mechanistic assumptions.
  - In simple terms, the focus of the Classical Theory is on an organization without people.
  - Therefore, many experts consider it inadequate in dealing with the complexities of an organization's structure and functioning.
  - Also, it offers an incomplete explanation of human behavior in organizations.
- Its assumption that workers can be motivated only through economic rewards is also wrong.

**62. Provide an evaluation of Classical Theory of Organisation?**

- The work of the classical writers in, sometimes, regarded as an out-of- date approach but it does focus attention on important factors in the study of organization and management. Technical and structural factors are important considerations in improving organizational performance. Moreover, classical theory attempts to provide some common principles applicable to all organizations. These principles still have some relevance. They provide general guidelines to the structuring and efficiency of organizations.
- However, the classical theory suffers more from what it fails to say than from what it does say. Many criticisms are leveled against this theory, such as, its overly mechanistic view of human beings and organizations, its emphasis on universal principles and concepts without adequate verification, its insufficient use of scientific procedures in developing theories, and its insufficient systematic empirical research.

**63. Describe Taylor's Five Principles of Scientific Management?**

**1. Science, Not Rule of Thumb**

- Taylor strongly believed that one has to ascertain management with scientific precision rather than sticking to the decision making of the management.

**2. Harmony, Not Discord**

- Taylor propagated the need for harmony among the employees. In case there are any conflicts between the management and the employees, the organization will not be able to run smoothly.

**3. Mental Revolution**

- There needs to be a change in the attitude of the management and employees. The concept of mental revolution expresses that the outlook of the management and employees should change in respect of one another. They should both work with the collective aim of raising the profits of the organization. And for this, both should work in cooperation.

**4. Cooperation, Not Individualism**

- This is an extension of the harmony principle. While the former emphasizes the need for harmony between the two, this principle takes it further and talks mutual cooperation.

**5. Development of Every Person to his Greatest Efficiency and Prosperity.**

**64. Write and Introduction to Neo Classical Theory?**

- The Hawthorne experiments revealed that an informal organization, as well as socio-psychological factors, exercise a much higher influence on human behavior than the psychological variables. Therefore, these findings focused their attention on human beings and their behavior in organizations.
- Hence, the Neo Classical theory is also called the Behavioral Theory of Organizations or the Human Relations Approach.

**65. Discuss the Main Propositions of New Classical Theory of Organisations (Human Relation Approach)?**

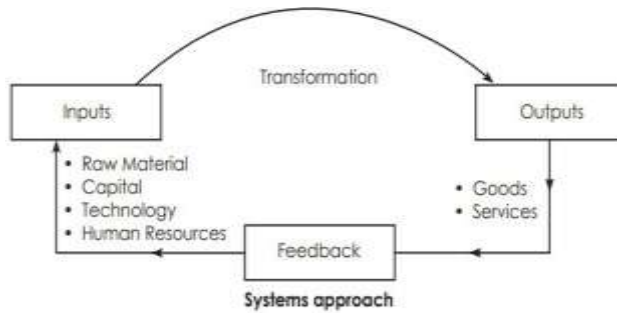
1. Generally speaking, an organization is a social system. Further, it has several interacting parts.
2. An informal organization exists within every formal organization. More importantly, the two affect each other.
3. Human beings are interdependent. Hence, the organization can predict its behavior if it looks at the social and psychological factors.
4. Motivation is a highly complex process. Several socio-psychological factors operate together to motivate people at work.
5. Human beings do not always act rationally. In fact, the most irrational behavior is when they seek rewards from work.
6. Typically, organizational goals conflict with every individual's goals. Therefore, a reconciliation of these goals is important.
7. Another important aspect of the functioning of an organization is teamwork. However, organizations need to work towards this.

**66. Provide an explanation of System Theory?**

- In simple terms, the theory considers organizations as systems. "A system is an organized or complex whole – an assemblage or combination of things or parts which form a complex unitary whole".
- The different parts of the system are called sub-systems, which are interrelated. Further, various sub-systems are arranged according to a scheme so that the complete system is more than just a sum of its parts.
- This ensures the efficient functioning of the system as a whole. Also, every system has a boundary which separates it from its environment.

**67. What do you understand by Open System as discussed in System Theory?**

- **Open Systems** – which interact with their environment. Also, all living systems are open systems.
- **Closed Systems** – which have no interaction with their environment. Also, all non-living systems are closed systems.
- An organization is an Open System as it continuously interacts with its environment. Therefore, in order to understand an organization, one must identify its boundary. We can understand an organization's interaction with its environment as an input-output model.
- Inputs are energy, information, and materials which the organization takes from the environment. It then transforms them with the help of people and machines and supplies the output to the environment.
- Further, the reaction of the environment to the output is the feedback mechanism using which the organization can evaluate and correct itself.



- An organization has several sub-systems like technical sub-system, social sub-system, etc. Some of these sub-systems are independent and don't need interlinking through any process.

### **68. Examine the contribution of System Theory?**

- The Systems Theory offers an open-system view of an organization and recognizes its environmental interface.
- The theory is dynamic and adaptive.
- It adopts a multi-level and multi-dimensional approach. Therefore, it considers both macro and micro aspects.
- Further, it draws from several disciplines like sociology, economics, psychology, engineering, etc.
- It is descriptive and not prescriptive or normative, Further, it is probabilistic and not deterministic and places a lot of emphasis on lateral rather than vertical relationships.
- Cybernetics is another significant contribution to the Systems Theory. Cybernetics is the science of communication and control in a man- machine system.

### **69. Examine Criticism of the Systems Theory?**

- The Systems Organizational Theory is not unified but an amalgamation of several theories like the systems theory, contingency theory, decision theory, etc.
- It is not really modern, but a synthesis of the research contributions of earlier theories.
- This theory is too abstract to be of practical use. It does not specify the precise relationships between the organization and the social system.
- It does not offer a framework which can be applied to all organizations.

### **70. Discuss Contingency Theory of organization?**

- The contingency theory is simply an extension of the systems organizational theory. According to this theory, there is no particular managerial action or organizational design that is appropriate for all situations.
- In fact, the design, as well as the managerial decision, depends on the situation. In other words, it is contingent on the situation and



circumstances. Therefore, the Contingency Theory is also referred to as a situational theory.

- Like in the systems organizational theory, the contingency theory considers an organization as a system which consists of several sub-systems.
- Further, both these theories lay a lot of emphasis on maintaining and adapting activities for the growth and survival of the system.

### **71. Provide Differences between the Systems and Contingency Organizational Theory?**

- The systems theory focuses on the internal dynamics of an organization's structure and behavior. On the other hand, the contingency organizational theory focuses on the external determinants of the organization's behavior and structure.
- The systems theory lays down universal principles for application in all situations. On the other hand, the contingency organizational theory works on the prescription which says that 'it all depends'.
  - In other words, the contingency organizational theory spells out the relationship between an organization and its external environment and endeavors to fill a critical lacuna of the systems theory.

### **72. Enumerate features of bureaucracy as highlighted by Max Weber?**

1. Hierarchy
2. Sphere of Competence (Specialization)
3. Impersonal laws
4. Written records
5. Merit Based
6. Detached Spirit
7. Career System
8. Non-bureaucratic Head

### **73. Discuss any four features of bureaucracy.**

1. **Hierarchy:** An organization of offices should follow the principle of hierarchy. Each lower office is under the control and supervision of a higher office. There is clear separation between superiors and subordinates.
2. **Sphere of Competence (Specialization):** Every position should have a neatly defined area of responsibility. The individual occupying the position should possess requisite skills to undertake the responsibilities defined.
3. **Impersonal laws:** An organization should have standardized laws. The laws (and norms) should be well established. These established laws should not be unique to any individual occupant of the position. For instance irrespective of individual occupying the office of district magistrate, the laws pertinent to district administration should not change.

4. **Written records:** Bureaucracy is an organization which conducts its business primarily on the basis of written communication. The administrative acts, decisions and rules are formulated and recorded in writing even in case where oral discussion is the rule or is even mandatory the documents make the administration accountable to people and provide a ready reference to future action.

74. **Examine some of the Positive aspects of bureaucracy. Discuss by Weber.**

(a) **Integrity** (b) **Honesty** (c) **Scientism** (d) **Rationality:** Bureaucracy is considered to be most rational administrative system by Weber himself. It is predictable and there is means-end correlation.

(e) **Neutrality:** Bureaucracy is apolitical i.e. politically neutral. The bureaucrats may cast their vote which is his sovereign right but should not have any political leanings. (f)

**Impartiality:** The bureaucrats should not discriminate a person on the basis of caste, creed or race. They should treat everyone with egalitarian approach. (g) **Anonymity:** The bureaucrats should work behind the curtain with no fear of criticism or for that matter worry about credit. The credit or criticism should accrue to the non- bureaucratic head. The bureaucrats should be concerned only with implementation of laws formulated by non-bureaucratic head.

75. **Provide the reasons for criticism of bureaucratic organization?**

- The rules are inflexible and rigid. Further, there is too much emphasis on these rules and regulations.
- Informal groups do not receive any importance. In current times, informal groups play a huge role in most business organizations.
- Typically, bureaucracy involves a lot of paperwork which leads to a waste of time, money, and also effort.
- The rules and formalities lead to an unnecessary delay in the decision- making process.
- While Government organizations can benefit from a bureaucratic structure, business organization need quick decision-making and flexibility in procedures. Therefore, it is not suitable for the latter.
- While the technical qualifications of the employee is an important aspect of his promotion, a bureaucratic organization does not consider the employee's commitment and dedication.
- There is limited scope for Human Resource management.
- Coordinating and communicating is difficult.

**76. What do you understand by New Public Management Perspective. Also discuss its basic theme?**

- The 'New Public Management Perspective' is the latest paradigm in the evolution of public administration. It came into existence in the 1990s.
- The book entitled Reinventing Government by David Osborne and Ted Gaebler, published in 1992, heralded the birth of the new public management.

**Basic Theme**

- The new public management has emerged out of the Thatcherism (Britain- the first country which initiated the privatization of public enterprises) and Reaganism (USA) of the 1980s. It represents a synthesis of the public administration and the private administration (business management). It takes 'what' and 'why' from public administration and 'how' from private administration.

**77. Examine the aims and area of emphasis of New Public Management Perspective?**

- The new public management aims at 3Es-economy, efficiency and effectiveness :
  1. **Economy**- the eradication of waste.
  2. **Efficiency**- the streamlining of services.
  3. **Effectiveness** - the specification of objectives to ensure that resources are targeted on problems.
- **The emphasis of new public management** is on performance- appraisal, managerial autonomy, cost-cutting, financial incentives, output targets, innovation, responsiveness, competence, accountability, market-orientation, quality improvement, contracting out, flexibility, competition, choice, information technology, debureaucratization, decentralization, down-sizing and entrepreneurialism.

**78. Discuss the views of New Public Management about role of state and market?**

- The new public management staunchly advocates a basic change in the role of state in society and economy. It emphasizes on the vital role of the 'market' as against the 'state' as the key regulator of society and economy. Thus, it involves a shift from direct provision of services by government to indirect methods like policy-making, facilitating, contracting, providing information and coordinating other actors. In other words, the government should change from a 'doer' of public activities to a 'distributor' of public benefits and 'facilitator' and 'promoter' of change in society and economy.
- Thus, the new public management suggests a series of shifts of emphasis in the way in which the public sector should be organized

and managed to meet the new challenges of liberalization, globalization, and privatization.

**79. Highlight the features (goals or elements or doctrines) of New Public Management?**

1. Emphasis on professional management in the public sector.
2. Laying of explicit standards and measures of performance.
3. A shift to greater emphasis on output controls (results) rather than procedures.
4. A shift to disaggregation of units in the public sector.
5. A shift to greater competition in public sector.
6. A stress on private sector management practices.
7. A stress on greater discipline and parsimony in resource use.

**80. Right a note on Public choice approach by highlighting its advent and concept?**

- The public choice approach to public administration came into existence in the 1960s. Vincent Ostrom, the chief protagonist of this approach advocated for replacement of the traditional doctrine of '**bureaucratic administration**' by the concept of '**democratic administration**'.
- In his book *The Intellectual Crisis in American Public Administration*, Ostrom writes "Bureaucratic structures are necessary, but not sufficient structures for a professionally trained public service economy." He further says, "Perfection in the hierarchical ordering of a professionally trained public service, accountable to a single centre of power will reduce the capability of a larger administrative system to respond to diverse preferences among citizens for many different public goods and services and cope with diverse environment.
- A variety of different organizational arrangements can be used to provide different public goods and services. Such organizations can be coordinated through various multi-organizational arrangements."

**81. Discuss the area of emphasis of Public Choice approach?**

1. Antibureaucratic approach
2. Institutional pluralism, that is, plurality of agencies to promote consumers' preferences
3. Diverse democratic decision-making centres
4. Application of economic logic to the problems of public service distribution
5. Decentralisation (dispersed administrative authority) Popular participation in administration.



## **82. Explain the meaning of Change?**

- Change is basically a variation in the common way of doing things. Whenever people perform a task in a certain way, they get accustomed to them. They develop methods which they can implement routinely to achieve these tasks. Any variation in these methods is nothing but change.
- Changes may be either natural or reactive. Natural changes generally occur routinely in the ordinary course of business. For example, the effects of the growth of an organization lead to changes in management styles.
- On the contrary, reactive changes happen as a reaction to the organization's policies or its environment. For example, whenever a firm adopts new technologies in production, its workers will have to adapt to them.

## **83. Discuss External Factors which are responsible for change?**

- These factors always lie outside an organization. Neither the organization itself nor its members are responsible for them. However, they always feel the effect of these factors. Some of these factors include:
- **Economic factors:** Access to resources, market demand, competition, inflation, interest rates, etc.
- **Technology:** The growth of technology always forces an organization to adapt. For example, the discovery of new production methods.
- **Politics:** Policies of a government change routinely. Even the government itself changes every term. These factors play a large role in the external environment.
- **Other factors:** Factors like urbanization, education, cultural changes, change in social mindset, etc. also affect every business organization.

## **84. Discuss Internal Factors which are responsible for change?**

- Sometimes changes can also occur internally. An organization and its own members are responsible for these changes. For example, the top management of a company might decide to diversify its business. This decision will lead to several changes in which the company functions. **Similarly, other internal factors include:**
- Changes in personnel due to hiring, termination of employment, retirement, promotion, etc.
- Change of functional policy decisions like holidays, work hours, paid leaves, etc.
- Changes affecting physical facilities like usage of alternative raw materials or adaptation to new machinery.

## **85. What do you mean by management of change?**

- Every good manager must be able to anticipate predictable changes. Apart from that, he should also be able to smoothly incorporate these changes into the organization. This is basically the entire aim of change management.
- Change is always inevitable; one can never completely prevent it. Managers can either wait for changes to occur or they can anticipate them and act in advance. A good manager will always do the latter.

- This process generally requires a thorough understanding of factors that affect changes. This is because external and internal factors are solely responsible for effecting changes.

### **86. Discuss the Concept of Development Administration?**

- Development Administration (DA) is one of the newest branches of Public Administration, having its inception after the post 2nd world war period when most of the countries in the world became independent. DA is the mechanism through which countries achieve socio-economic progress and usher in development. The essence of DA lies in the capacity to bring about a structural and behavioral change in administration, to improve the capacity of institutions by embracing change orientation. Development administration is the means through which governments bring about a perceptible change in the economy of a country.

### **87. Provide meaningful definition of Development Administration?**

- Edward weidner defined development administration as action- oriented and goal oriented administrative system.
- George gant. Referred D.A. as a system **characterized** by its **purpose, loyalties** and **attitudes**.
  - **Loyalty** should be towards people at large and constitutional values not to vested interests, kings or Royals.
  - **The purpose** of administration should emphasize on change, Progress and innovation instead on status quo.
  - **The attitude** of administration should be flexible, adaptive & result oriented instead of being rigid.
- Thus D.A. should focus on behavioral pattern to bring rapid socio- economic development along with nation building through flexible, innovative, goal-oriented, participative, decentralize and democratic approaches.

**88. Analyse the Distinction between traditional and Development Administration?**

S. No.	Traditional Administration	Development Administration
1	Regulatory Administration	Unpredictable new tasks owing to a rapidly changing environment
2	Oriented towards efficiency and economy	Oriented towards organizational growth and effectiveness in achievement of goals
3	Conformity to rules and procedures	Emphasis on high programme standards
4	Sharp and elaborate hierarchical structure	Structure shaped by requirements and goals
5	Centralised decision-making	Wide sharing decision-making
6	Status Quo oriented	Change oriented

**89. Examine some of the features of Development Administration?**

**1. Change orientation:**

- From Stratified to egalitarian society
- From an agrarian economy to an industrial one
- From Totalitarian political regime to democratic
- From Particularism to Universalism

**2. Goal Orientation:**

- Social Development (Ensuring Equality and Justice)
- Economic Development (Growth in production and consumption)
- Political Development (Ensuring national integrity and nation-building)

**3. Client Orientation:**

- Focussing on rendering better services to clients and target groups

**4. Time Orientation:**

- Timely completion of Development Projects

**5. Commitment Orientation**

**6. Participation orientation:**

- Ensures people's participation and making people stakeholders in the development process.

**90. Provide a distinction between Government & Governance?**

- The government referred to the machinery and institutional arrangement of exercising the sovereign power for the serving the political community whereas the governance is a process as well as the result of making authoritative decisions for benefit of the society. The governance is the manner in which the authority, control and power of the government is exercised in mobilizing a society's
- Economic and social resources to address the issues of public interests. In brief, governance is the art of governing associated with the exercise of authority within specific jurisdiction and is embedded in the structure of the authority.

- There is also another distinction between the government and governance — governance has wider scope than government. The governance includes individuals, institutions - public and private - civil and manages their common affairs.

### **91. Differentiate between Governance & Good Governance?**

- Governance as a process denotes a value free dispensation whereas the good governance connotes value assumptions. Good governance is a value-laden concept.
- The word good is derived from word God and carries an innate sense of judgment i.e. what is right and what is wrong; what is just and what is unjust; what is fair and what is unfair; what is moral and what is immoral. So, when the judgment or the deed is right, fair, just and moral, then it is said to be good. Good Governance, thus, is right or just or moral judgments made by those exercising authority in the public interests:

### **92. Explain the parameters of Good Governance? Discuss by United Nations.**

- **(a) Participation:** Good Governance envisages involvement of the entire society in governance. **(b) Legitimacy:** Good Governance should emphasize on the assent of the governed. **(c) Accountability:** Good Governance should ensure that both politician and officials are answerable for their actions, performances and the use of public resources. **(d) Openness and transparency:** Good Governance should emphasize on the need for public access to quality information and make public all the transactions in which public interest are at stake. **(e) Competence:** Good Governance should create effective policy and decision making processes in order to achieve the efficient delivery of public service.

### **93. Analyse the latest understanding of Good Governance?**

- Kenneth Stowe set out six characteristics for a better clarification of the meaning of good governance — **(1) Political** freedom including free speech and a freely elected parliament. **(2) Constitutional and judicial** protection of rights of individuals. **(3) Sustenance** of the rule of law by an independent judiciary. **(4) Sustenance** of economic and social development. **(5) Development** of society is a whole through education. **(6) Executive** accountability to freely elected legislature.