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**PUBLIC
ADMINISTRATION**

3RD SEMESTER, BA HONS POL SC

PUBLIC ADMINISTRATION

Introduction

Meaning, Nature, Scope and Evolution

POLITICAL SCIENCE EXAM HELP

WHAT IS IN STORE?

Analysis of Past year's papers

Meaning, Nature, Scope, and Significance
of public administration

Evolution of public Administration

Public vs Private Administration

Major contributors

PAST YEAR'S QUESTIONS

Q1. What is public Administration? Discuss meaning, scope, and significance of public Administration.

Q2. Differentiate between public and private administration.

Q3. Discuss the changing perspective on public administration with special reference to Minnowbrook Conferences I, II, and III

Q4. 'Public Administration has undergone significant changes in the era of globalisation'. Comments

Q5 Discuss the various phases of evolution of public Administration.

Q6. Trace the changing relationship between public and private administration.

Public Administration: Meaning

- Govt in action, the means by which the purposes and goals of government are realized –'SARKAR'
- Govt. Bureaucracy which help formulate public policies and primarily responsible for their implementation
- Executive, operative, and most visible side of govt.
- **Definitions:**
 - "Public Administration is detailed and systematic execution of public law. Every particular application of law is an act of administration" –Woodrow Wilson.
 - Public Administration is "the art and science of management applied to the affairs of the State" - D. Waldo.
 - "the activities of the executive branches of the National, State and Local Governments" – Herbert Simon
 - "broad ranging and amorphous combination of theory and practice meant to promote a superior understanding of government and its relation to society which it governs as well as to encourage public policies more responsive to social needs and to institute managerial practices attuned to effectiveness, efficiency , and deeper human requisites of the citizenry." -Nicholas Henry

Meaning of 'Public' and 'Administration'

- **Administration:** a cooperative human effort towards achieving some common goals.
- Administration means 'to serve', 'to look after people', or 'to manage affairs'. In this sense, administration means management of the affairs of an organization : the process or activity of running a business, organization to achieve organizational goal
- **'Public' and 'Publicness'**
 - Public nature of government institutions: Institutions that act on behalf of everyone
 - Public interest : Interests of everyone is served by public administration
 - Public Access : Public organizations are accessible to public. They are transparent and accountable to public/citizen
- **Thus,** public administration is management of affairs of government by an organizational structure which acts on behalf of people, attempt to achieve common goal, accessible, transparent, and accountable to public at large.

Nature of Public Administration

- **Politics- administration Dichotomy**
 - Politics: making public policy, law, constitution
 - Administration: implementing law, and public policy in apolitical, value-neutral, objective, efficient, economic manner
- **Universal Principles of Administration- scientific management**
 - Attempt to formulate scientific principles of administration applicable across different socio-cultural settings
- **Uneasy relation with political science and management**
 - Political science: more like step father
 - Management: like upmarket cousin
- **Contemporary nature**
 - Self-standing field of theory and practice
 - **Theory:** Diverse, Multi-disciplinary, multi-theoretical ; **Practice:** networked/joined, decentralized, collaborative, contextual response to governance, problem-solving attitude
 - Politics- administration Continuum
 - Attempt to solve complex and poorly defined social problems by collective endeavor in particular socio-cultural contexts.

Scope of Public Administration

- **Traditional**

- Implementation of constitution, law, public policy – operative part of executive arm of the state
- Law & order
- Managing day-to-day (routines) of government
- **PODSCORB**: Planning, Organizing, Directing, Staffing, Coordinating, Reporting and Budgeting. (*Gullick and Urwick, 1937*)
- **Locus** : where – govt. bureaucracy; **focus** : what- “principles of administration”

- **Modern/contemporary**

- Help formulate public policy ; make and enforce rules/regulations
- Formulate plan, programs, schemes and implement them
- Delivery of public services and providing public goods
- Development : economic, human resource, and others
- Regulations
- Managing public organizations- PSUs, Regulators, Statutory/autonomous organizations, Municipalities/municipal corporations, NGOs, not for profit organizations
- Part of all 3 organs of state– executive, legislature, and Judiciary
- Collective/shared decision making and endeavour to solve complex, poorly defined social problems to make life better for all

Significance of Public Administration

- **Tangible/visible/operative part of state/govt. – govt in action**
 - Interface between state and citizen
- **Implement public policy to make it reality and instrument of solving societal problems**
- **Help formulate public policy**
 - Entire Rules/regulations are made by public administrators
- **Maintain order, provide continuity, and stability**
- **As an academic field help develop principles of efficient and effective public administration, train and produce better skilled public administrator**

Evolution

- **Initial phase: 1887-1926: Politics-Administration dichotomy**
 - Woodrow Wilson – '*the study of administration* (1887)' - politics-administration dichotomy
 - 1926: white's "*introduction to study of public administration*" - 1st textbook entirely devoted to the field
- **Scientific Principles of Administration : 1927-1937**
 - '*Scientific Management Theory*' of Taylor; '*theory of bureaucracy*' by Weber, '*Principles of Public Administration*' by Willoughby
- **Challenges to politics-administration dichotomy and Scientific Principles of Administration : 1938-1950**
 - Demise of the Dichotomy: "administrative decisions are heavily laden with policy preferences"
 - Simon's '*Administrative behavior*' in 1947 ; Decision making theory- '*bounded rationality*' and '*satisficing*' punctured universal principles of administration
- **Public administration as Political Science and Management : 1950-1970**
 - Uneasy adoption by Political science as its sub-field
 - Searching for commonality with management
- **Public administration as distinct, self-standing academic field : 1970- present**
 - Separation from both Political Science and Management
 - Political-Administrative Continuum

Public Vs Private Administration

Public administration

- **Goal: creating public value**
- **Public or shared decision making**
- **Problems are vague, poorly defined**
- Sensitive to public opinion
- Subject to intense public scrutiny
- **Decisions affect public at large**
- Directly accountable to people's representatives
- **Close association with 'politics'**

Private administration

- Goal: increasing profit and shareholder's wealth
- Private/individual decision making
- Well defined problems
- Less consideration of public interest and public opinion in decision making
- Decisions may not affect public at large
- Accountable to board/shareholders
- Cut off from mainstream 'politics'



Woodrow Wilson(1856 – 1924): Father of public administration; '*The Study of Administration*' his 1887 Political Science Quarterly laid foundation for the discipline



Luther Gulick and Lyndall Urwick: gave **POSDCORB** by elaborating Henri Fayol's management ideas in their '*Notes on theory of Organisations*', in 1937



Prominent Contributors



Frederick Winslow Taylor (1856-1915) Scientific Management Theory in 1911

HERBERT SIMON (1916-2001) : 'Administrative behavior' in 1947
Decision making theory- 'bounded rationality' and 'satisficing'



MAX WEBER(1864-1920) : 1922 essay '*Bureaucracy*'
propounded 'theory of bureaucracy'



Sum Up

- Public administration is action/operative/executive/visible part of govt.
- 'Public' in Public administration make it unique and distinct from general and private administration
- Nature, scope, and dimensions of both theory and practice have undergone sea changes in past 125 years
- From merely an minor sub-field of political science and adopting pedagogy of scientific management it evolved as self-standing academic field of social science
- From mere implementor of public policy, it evolved as cooperative endeavor to solve poorly defined complex societal problems

References

- Nicholas Henry: Public Administration and Public Affairs, Prentice Hall, 12th edition
- Public Administration in Globalizing World: Theory and Practices by Bidyut Chakrabarty and Prakash Chand
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- Recommended reading list of DU on this topic
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PUBLIC ADMINISTRATION

Classical Theories

Scientific Management Theory

POLITICAL SCIENCE EXAM HELP

PAST YEAR'S QUESTIONS

Q1. Human relation theory is an advancement upon **scientific management theory**; Discuss

Q2. Briefly examine Max Weber's Ideal type Bureaucracy.

Q3. **Write notes on Principles of Scientific Management Theory.**

Q4. **Critically examine the main principles of Scientific Management Theory**

Q5 Critically Discuss Max Weber's Bureaucratic Theory.

Q6. **Describe scientific management approach to public administration.**

Background : Perspective

- In the early part of 20th Century Public administration gained huge respectability both as academic pursuit and practice of administration
- It was mainly because of development of science of administration- scientific management, and universal principles of administration
- Body of authors- **Taylor, Fayol, Gulick & Urwick, Weber, and Willoughby**- came out with scientific and universal principles
 - Taylor's Scientific Management, Fayol's fourteen principles of organization, 'POSDCORB' by Gulick & Urwick, Bureaucratic theory by Weber, and Principles of Public Administration by Willoughby- **Classic Theories**
- These principles were basically theory of management of organization
- Closed model of organization: Bureaucratic, hierarchical, formal, rational, and mechanistic

4 Principles of Scientific Management

- **Science, not rule of Thumb:** Developing true science of work
 - Gathering traditional knowledge of work from workers and recording, organizing, and making it law/rule/formula of doing a work in one best possible way
 - Applying these law/rule/formula to everyday work of all worker
 - Time and motion study to each part of job, and worker's movement
 - Scientific study of tools/implements to design for optimum output
- **Scientific Selection, training and development of workers:**
 - Deliberate study of aptitude, skills, nature, and performance of each worker
 - Systematic and regular training on new methods, tools, conditions
 - developing each worker to his greatest efficiency and prosperity
- **Bringing together science of work and scientifically selected and trained worker**
 - Actual implementation of new law/rule/formula at workplace by putting greater responsibilities on management side
 - Mental Revolution both on part of management and workers
- **Division of labour and responsibility between management and workers: Harmony, not discord**
 - Mutual dependence and intimate cooperation between managers and workers
 - Each act of worker on some job is preceded by some work on that job by the manager

Features of Scientific Management

- Scientific analysis of time, motion, workflow, tools, implements, etc. to increase labour productivity
 - **Standardization** of work, working conditions, material, tools and implements
 - Breaking a job into many small parts, and finding best method(least time and motion) to do that job
- Person as machine : Aim to make human beings as efficient as pre-programmed machine- mere **cogs in a wheel**
- **Separation** of planning and execution/operation
- Greater responsibility on managers
 - Scientifically organize knowledge, plan for everything, involve fully in whatever workers do
- 'Differential rate' or 'Piece-rate' system : Workers paid higher or lower based on amount of job done
- Functional organizational structure
 - Functional foremanship: each labour reports to 8 functional expert supervisors/foreman
 - 4 planning foreman-route clerk, instruction card clerk, time and cost clerk, Discipline clerk
 - 4 execution foreman- Gang boss, speed boss, repair boss, and Inspector

Pros and Cons of Scientific management

Pluses

- increased labour productivity and efficiency- Greater output, surplus, and profit
- More wages to workers, more profits to owners, less price to consumers
- Less conflict between management and workers- less strike
- Division of labour between manager and worker
- Gave respectability to the subject- widely followed/adopted

Minuses

- De-skill, de-humanize, and automate labour
- Undermine humanistic aspect
- Vague claim of being scientific
- Workers didn't benefit from Increase in surplus
- Increased both worker's and manager's workload and anxiety



Frederick Taylor (1856-1915): Father of Scientific management, '*A Piece-rate system*', '*The principles of Scientific Management*' (1911), '*On the art of cutting metal*'



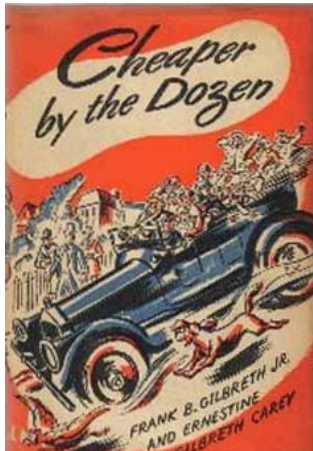
Frank Bunker Gilbreth (1868 – 1924): early advocate of scientific management and a pioneer of time and motion study

Prominent Contributors



Lillian Gilbreth (1878 –1972) American psychologist, industrial engineer, consultant, and educator ; an early pioneer in applying psychology to time-and-motion studies ; **mother of scientific management**

Henry Ford (1863-1947) : Successfully adopted principles of scientific management' measured movement of workers on assembly line with stopwatch



CHEAPER BY THE DOZEN(1948) : Bestseller book on life in a scientific managed household. Written by son & daughter of Gilbreths

Sum Up

- Scientific management theory is one among great classical theories of administration based on closed model of organization and belief that universal principles of administration can be developed by using scientific methods
- It aimed at increasing surplus by increasing productivity and efficiency of labour
- 4 principles- Science of work, scientific selection and training, Bringing together science of work and scientifically selected and trained worker, and division of labour between workers and managers
- Widely applied and adopted- In USA, Russia, Japan, and developing countries like India
- Substantially increased productivity, More responsible and engaged management, increased profit and lower prices, and giving respectability to the subjects- Pluses
- De-skill, de-humanize, and automate labour; Undermine humanistic aspect ; Vague claim of being scientific; no benefit to workers, and increased load and anxiety - Minuses

References

- Nicholas Henry: Public Administration and Public Affairs, Prentice Hall, 12th edition
- Recommended reading list of DU on this topic
 - D. Gvishiani, Organisation and Management, Moscow: Progress Publishers, 1972
 - F. Taylor, 'Scientific Management', in J. Shafritz, and A. Hyde, (eds.) Classics of Public Administration, 5th Edition. Belmont: Wadsworth, 2004
 - P. Mouzelis, 'The Ideal Type of Bureaucracy' in B. Chakrabarty, And M. Bhattacharya, (eds), Public Administration: A Reader, New Delhi: Oxford University Press, 2003
- Materials available on WWW and you tube videos

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PUBLIC ADMINISTRATION

Classical Theories

Ideal Type of Bureaucracy

POLITICAL SCIENCE EXAM HELP

PAST YEAR'S QUESTIONS

Q1. Human relation theory is an advancement upon scientific management theory; Discuss

Q2. **Briefly examine Max Weber's Ideal type Bureaucracy.**

Q3. Write notes on Principles of Scientific Management Theory.

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Q6. Describe scientific management approach to public administration.

Ideal Type of Bureaucracy: Background

- Organizations in medieval times were based upon traditional or charismatic leadership
- Kinship, relationship, customary and traditional entitlements, etc were basis of selection/position ; Loyalty was to the leader as person, not to his position
- With the advent of Industrial society and democratic nation-state, the organization of the govt, and factories started changing- based upon rational-legal authority
- Merit and not kinship, loyalty to position not to person, Primacy to rules/regulations not to traditional knowledge, and rational not subjective, etc became features of evolving organization
- Max Weber, an German Sociologist and political economist studied such evolution of modern organisation and gave, in 1920s, the concept of 'Ideal Type of Bureaucracy', large and complex organisation embodying all above features in its ideal form

Ideal type of Bureaucracy: Essential Features

- Division of labour: Expertise: high degree of **specialization**
- **Hierarchical** authority structure
- **Impersonal** relationship among bureaucrats and bureaucracy and citizen/client
- Primacy of **rules** and **regulations**
- **Rationality** : 'Rational-Legal Authority'
- Recruitment and promotions based on **merit** : skill, ability, knowledge, expertise
- Development of a **career service**: career bureaucrat, protection of tenure

Features of ideal type of bureaucracy

- Not Reality, but a **conceptual construct** to explain historical evolution of authority and organization
- May be used as '**measuring rod**' to compare organizational structure in time and space
- Supports **Politics-Administration Dichotomy**
 - Impersonal, rule and merit based, rational permanent administration
 - Highly volatile, interest and power based politics
- Bureaucracy as organization based on '**Rational-Legal**' Authority
 - As opposed to 'Traditional' and 'Charismatic' Authority
- Manifest economic aspects of **capitalism**, social aspects of **liberalism**, and political aspects of **Democracy**
- **Mechanistic** and **closed model** of organizational theory
- Word **Bureaucracy** acquired **negative** (pejorative) **connotation**: red tapeism, nepotism, corruption
- Despite this, continued to be the **face of public administration** because of its robust principles

Pros and Cons of bureaucratic theory of weber

Pluses

- First and foremost theory of organization
- Vision of rational, efficient, and rule based organization: modern thought
- Adopted by all kinds of organizations
- Professional, permanent, stable administration on face of unstable politics
- Its principles positively affected other aspects of society/life in modern era

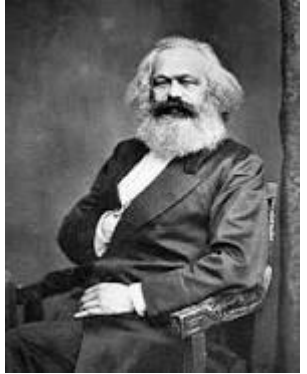
Minuses

- Mechanistic, de-humanistic and closed model of organisation
- Curb individualism, and innovation- 'Iron-cage' of rules/regulation
- rigid, static, and inflexible
- Bureaucracy: self-seeking interest group
- Not suitable for 3rd world developing countries



Max Weber (1864-1920): German Sociologist and political Economist; Evolution of organization based on rational-legal authority – state, Bureaucracy ; *'The Protestant Ethic and the Spirit of Capitalism'* ; *ideal type of bureaucracy- 'Economy and Society'*(1921) *linked modernity to increasing rationality, secularization, bureaucratization*

Karl Marx (1818 – 1883): Bureaucracy a form of class domination; instrument of state power used to further interests of capitalist class



Prominent Contributors

Robert Michels (1876 –1936) German born Italian Sociologist; Formulated the "*Iron Law of Oligarchy*" ; Bureaucratic organization as rule of elites; not democratic



Friedrich Hegel(1770-1831) *The Philosophy of Right : Bureaucracy as rational, rule bound, formalized administrative system of the state: means by which state ensure public welfare, and dispenses right and justice*



Sum Up

- Ideal type of Bureaucracy by Weber is a conceptual construct and measuring yardstick using which historical evolution of complex organization can be explained
- Bureaucracy denotes organization based on rational- legal authority, hierarchical structure, rules/regulation based impersonal relation, merit based selection, and career orientation
- Of late Bureaucracy acquired negative connotation- red tape, nepotism, corruption- but continued to be indispensable for managing govt, MNCs, Factories, Schools, hospitals, etc
- First and foremost theory of organization, Robustness, wide applicability, Wider social effect, Vision of rational, efficient, apolitical, and rule based organization – its pluses
- Mechanistic and de-humanistic, rigidity, inflexibility, status quoist, Bureaucracy becoming self-seeking interest groups, and Eurocentrism – Its Minuses

References

- Nicholas Henry: Public Administration and Public Affairs, Prentice Hall, 12th edition
- Public Administration in Globalizing World: Theory and Practices by Bidyut Chakrabarty and Prakash Chand
- New Horizon of Public Administration by Mohit Bhattacharya
- Recommended reading list of DU on this topic
 - P. Mouzelis, 'The Ideal Type of Bureaucracy' in B. Chakrabarty, And M. Bhattacharya, (eds), Public Administration: A Reader, New Delhi: Oxford University Press, 2003
 - M. Weber, 'Bureaucracy', in C. Mills, and H. Gerth, From Max Weber: Essays in Sociology. Oxford: Oxford University Press, 1946 Warren.
 - G. Bennis, Beyond Bureaucracy, Mc Graw Hill, 1973
- Materials available on WWW and you tube videos

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PUBLIC ADMINISTRATION

Neo Classical Theories

Human Relation Theory

POLITICAL SCIENCE EXAM HELP

PAST YEAR'S QUESTIONS

Q1. Human relation theory is an advancement upon scientific management theory; Discuss

Q2. Discuss Elton Mayo's Human Relations theory with special reference to Hawthorne experiments.

Q3. Briefly examine Elton Mayo's Theory of Human Relation.

Q4. Notes on Elton Mayo's experiments at Hawthorne.

The Hawthorne Experiments

- **At The Hawthorne plant of Western Electrical Company near Chicago, USA**
- Between 1924-32 ; led by Mayo, supported by Roethlisberger and Dickson
- **Great Illumination Experiment(1924–27) and Relay assembly test room(1927-33)**
 - Two groups of 6 women workers assembling telephone relays – control and experiment group
 - Physical working environment- Lighting, Temperature, humidity, working hours, rest periods, etc were changed
 - No correlation between working condition/environment and labour productivity
- **Human Attitude and Sentiments (1928-31)**
 - Interview/personal interaction with more than 21000 workers who were asked to express their views on management policies, working conditions, etc.
 - Helped better understanding of worker's personal history and his social situation at work; more engaged worker
- **The Bank Wiring Experiment(1931-32)**
 - Teams of 14 male workers doing soldiering, wiring, and fixing terminals.
 - Workers getting bonus/incentive according to group performance. Despite this, groups performed below target. Members producing more or less and those who revealed group's information to management were socially outcasted.

Human Relation Approach : Principles

- Organization as social system consisting of many sub-systems- departmental team, worker groups, formal and informal organizations
- Instead of behaving as 'Economic Man', worker, most of the time, behaves as 'Social Man'
- Hence, purely economic incentives- wage rate, bonus, good working conditions- may not be the only motivating factors
- Social factors- Worker's attitude towards work, Membership to groups, group norms, sense of participation and belongingness, praise and recognition, relationship with fellow worker and supervisors etc may affect worker's motivation and productivity
- Instead of treating worker as mere cog in the machine, the management should treat worker as unique individual embedded in his social settings both at the work place and at his home

Human relation approach : Improvement over scientific management Theory

- Scientific management: by understanding science of work and finding best way to perform a task, training the worker to perform the task in best way, providing best working conditions, and economic incentives productivity can be increased
- Human relation theory filled the gap in scientific management principles by revealing non-economic social motives affecting labour productivity
- Thus, it supplements scientific management by highlighting dynamics of social pattern in a organization.
- It help manager becoming more effective leader by engaging with workers socially, develop better inter-personal relationship with subordinates, superiors, and colleagues
- For public organization, human relation becomes even more important; relation between the public officer and citizen, and between the public officer and political leadership and his colleagues and seniors determine the effectiveness of the public organization

Pros and Cons of Human Relation Approach

Pluses

- Revealed worker's attitude, social behavior in group/team, and human relation dynamics on labour productivity
- Discouraged treatment of workers as mere cog in the machine- human side of the organisation
- Helped look beyond economic factors as sole motivating factor at work place
- Highlighted importance of informal groups participative management, and employee engagement
- Led to establishment of HR branch of management and HR department in organization, influenced management training on human relation and communication aspects

Minuses

- Sweeping conclusion based on imperfect Hawthornean experiments full of pitfalls
- Excess focus on individual's behaviour, interpersonal relation, undermined economic, structural, and ecological aspects
- Paternalistic attitude of management
- Utopic idea of conflict free workplace and fully satisfied labour
- Became tool to manipulate worker's behaviour at work place to obtain higher productivity without economic incentives
- No consideration for labour unions and its social role in worker's life



Elton Mayo (1880 –1949) :Father of Human Relation Approach, Australian born psychologist, industrial researcher, and organizational theorist. '*The Human Problems of an Industrial Civilization*.(1933) '*Human problems of an individual civilization*(1946) ; '*The Social Problems of an Industrial Civilization*(1945)

Douglas Murray McGregor (1906 – 1 October 1964) was a management professor at the MIT Sloan School of Management. '*The Human Side of Enterprise*'(1960) gave theory X and Theory Y

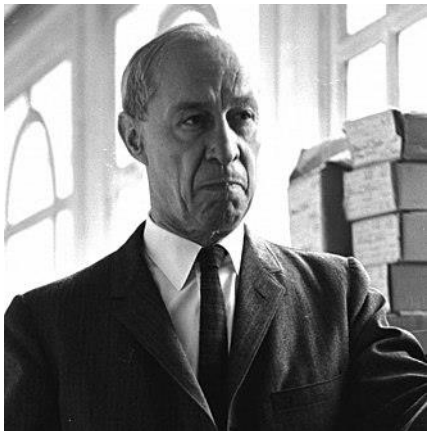


Prominent Contributors



Abraham Maslow(1908-1970) was an American psychologist who was best known for creating Maslow's hierarchy of needs which motivate workers

Chester Irving Barnard (1886 –1961) was an American business executive, public administrator,' *The Functions of the Executive*'(1938) : theory of cooperation and organization; 'organization should be effective and efficient'.



Rensis Likert (1903–1981) was an American social psychologist : Likert scale : to measure worker's attitude at workplace; four styles of management- Exploitative authoritative, Benevolent Authoritative, Consultative, Participative to describe the relationship, involvement, and roles of managers and subordinates in industrial settings

Sum Up

- Human relation approach focused social and psychological aspects at work place
- It revealed how social pattern, group dynamics, team building, informal organization, and inter-relationship among workers and between workers and supervisors affect worker's motivation and hence productivity
- It supplemented scientific management theory by highlighting non-economic, human aspects of motivation at work place.
- Mayo led Hawthornean experiments started human relation movement in organizational theory
- Revealing human and social aspects of work place, More humanistic approach in Management, HR training and specialized management discipline, participative management, and employee engagements- Pluses
- Sweeping generalisation on poorly conducted Hawthornean experiments, Manipulative techniques to conform worker's behaviour to increasing productivity, Utopic idea of conflict free workplace and fully satisfied labour- Minuses

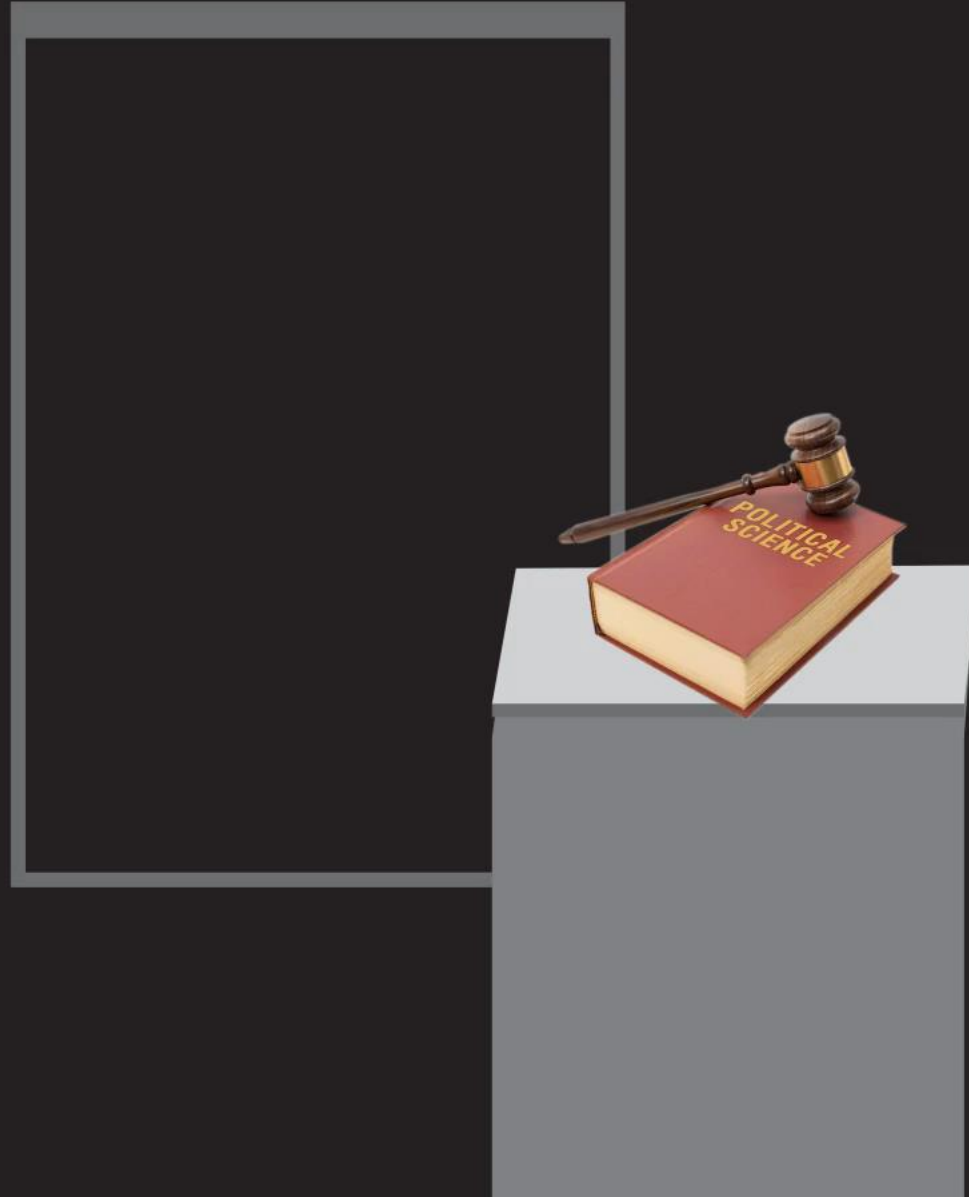
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 - B. Miner, 'Elton Mayo and Hawthorne', in Organisational Behaviour 3: Historical Origins and the Future. New York: M.E. Sharpe, 2006

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PUBLIC ADMINISTRATION

Neo Classical Theories

Rational Decision-Making **(Herbert Simon)**

POLITICAL SCIENCE EXAM HELP

PAST YEAR'S QUESTIONS

Q1. Discuss Herbert Simon's theory of rational decision making.

Q2. Critically examine Herbert Simon's theory of rational decision making.

Q3. Write an essay on Herbert Simon's theory of Rational Decision-Making.

Q4. Briefly examine Herbert Simon's decision making theory.

Herbert Simon(1916-2001): Principal Thoughts

- Started his career in public administration, won Nobel prize in economics, and worked extensively in computers- IA
- Deeply influenced by Vienna school of **logical positivists**
- Condemned 'principles of administration' as mere proverbs- non-scientific.
- He advocated for separation of fact and values. only facts based science of administration can be universally valid
- For him, administration is all about decision making. Decisions are as important as actions. Actions are nothing but decision outcomes.
- Organization as hierarchically organized , well coordinated decision centers in internal and external equilibrium.
- Theory of organization and science of administration should be based on the analysis of decision making at different levels of organization.

3 steps of Rational Decision Making

Intelligence

- **Scanning, sensing, finding problems**
- Problems: conditions needing solutions
- Value, preferences, normativism may dominate

Design

- **Generating, identifying alternatives**
- Evaluating each alternatives- cost/benefit analysis
- Problem- sub problems- chain of Intelligence, Design, Choice
- Factual Judgement dominates

Choice

- **Choosing the least cost and maximum benefit alternative**
- Validating the choice- consultation & feedback

Features of Rational Decision Making

- **Means-Ends logic:**
 - Rational choice: Selecting best **MEANS**/Alternatives to reach agreed-upon **END/Goal**
 - Hierarchical chain of means-ends to achieve overall end/goal of organization
- **Value fact dichotomy** in decision making
 - Selection of end/goal are based on **value judgment**, whereas selections of means/alternatives on **factual judgment**
 - Decisions- choosing alternatives- should always be based upon factual judgment
- **Programmed vs non-programmed** decisions
 - Programmed: repetitive & routine, goal are clear/known, decision procedure established, taken at lower level
 - non-programmed: new/novel, unstructured, vague & complex goal, taken at higher level
- Aim of rational choice: **Efficiency** ; maintaining internal stability/order and external **equilibrium-environmental adaptation** for **survival** and **growth** of the organization.

Bounded Rationality and Satisficing

- Comprehensive rationality in decision making is ideal, in practice decision making is an exercise in **'bounded rationality'**
- **Economic Man**- Complete/comprehensive rationality ; **Administrative Man**- **'Intendedly Rational'** but **'Bounded Rationality'** in decision making
- Bounded Rationality: **limited rationality** of decision maker forcing him to be satisfied with **'good enough'** choice/decision not the 'best decision'.
- Thus, Administrative man **'Satisfices'** (**satisfaction** + **suffice**) rather than maximizes
- **Reasons for ' Bounded rationality'**
 - Incomplete knowledge of the problem, alternatives, and consequences
 - Cognitive limitation of human brain to process information
 - Limited time and energy
 - Personal needs, cognitive biases- anchoring, relativity, commitments-, inhibition, and imperfectness of decision maker
 - Structural /organizational constraints- organization norm, culture, communication gap
- Bounded rationality is often linked to **Incrementalism**; help organization stabilize and maintain order and continuity with some adaptation to its environment

Pros and Cons of Herbert Simon's Decision Making Theory

Pluses

- Gave most influential theory of decision making in organization- rational choice theory
- Revealed contradictions, gaps, and unscientific nature of 'principles' of administration
- Gave path breaking concepts 'bounded rationality' and 'satisficing'
- Re-defined organization as sites (network/structure) of decision making
- Initiated organization decision making theorizing

Minuses

- Value neutral science of public administration is problematic and highly contested
- Value fact separation and emphasis on factual judgement in decision making
- Condemned 'principles' of administration but couldn't provide explanatory theory of administration
- His 'bounded rationality' may leads to status quo, and incrementalism
- Didn't consider contextual or environmental constraints on decision making
- His administrative man being 'intendedly rational' is not accepted

Herbert Simon (1916-2001) : One of the most influential public admin theorist of 20th century. Gave rational choice theory of decision-making; concept of 'bounded rationality' and 'satisficing' '*Administrative Behaviour* (1945) '*Public Administration*(1950) ; '*Organisation* (1958)

Dwight Waldo (1913 – 2000) American political scientist. Opposed Simon's value fact separation and value-free science of administration. For him, values cannot be separated from decision-making process. '*The Administrative State*(1948)

Prominent Contributors



Charles E. Lindblom (1917-2018) *Incrementalism* in decision making.



Garbage Can Model of organization decision making by Michael D. Cohen, James G. **March** and Johan P. **Olsen** in 1972



John W Kingdon (1940) *Multiple stream theory* (1995) of decision making in policymaking

Sum Up

- Herbert Simon, one of the most influential public administration scholar, gave organizational theory based upon decision making analysis at various levels of the organization
- He propounded Rational choice theory of decision making which consisted of 3 phases- Intelligence, Design, and Choice
- Complete Rationality is ideal, in real life 'Administrative man' has limited or bounded rationality and hence for him 'good enough' decision is satisfying and sufficient; thus he is 'Satisficing' rather than 'Maximizing'
- Limitation of Information, time, cognitive and organizational constraints limits rationality.
- Simon view organization as hierarchically organized , well coordinated decision centers in internal and external equilibrium, I,e, adapted to its external environment
- Path breaking decision making theory of rational choice, innovative concepts of ' Bounded Rationality' and 'satisficing', decision analysis based organisational theory- **Pluses**
- Value-fact separation, value-neutral science of administration, incrementalism, status quoist, ignoring environmental factors, and not able to provide alternate explanatory theory- **Minuses**

References

- Nicholas Henry: Public Administration and Public Affairs, Prentice Hall, 12th edition
- Public Administration in Globalizing World: Theory and Practices by Bidyut Chakrabarty and Prakash Chand
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- Recommended reading list of DU on this topic
 - S. Maheshwari, Administrative Thinkers, New Delhi: Macmillan, 2009
 - Fredrickson and Smith, 'Decision Theory', in The Public Administration Theory Primer. Cambridge: Westview Press, 2003

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PUBLIC ADMINISTRATION

Contemporary Approach

Ecological Approach- Fred Riggs

POLITICAL SCIENCE EXAM HELP

PAST YEAR'S QUESTIONS

Q1. Critically Analyse Rigg's ecological approach for developing society.

Q2. Riggs ecological model has made substantial contributions to the understanding of public administration. Elucidate.

Q3. Examine Rigg's ecological approach for developing society

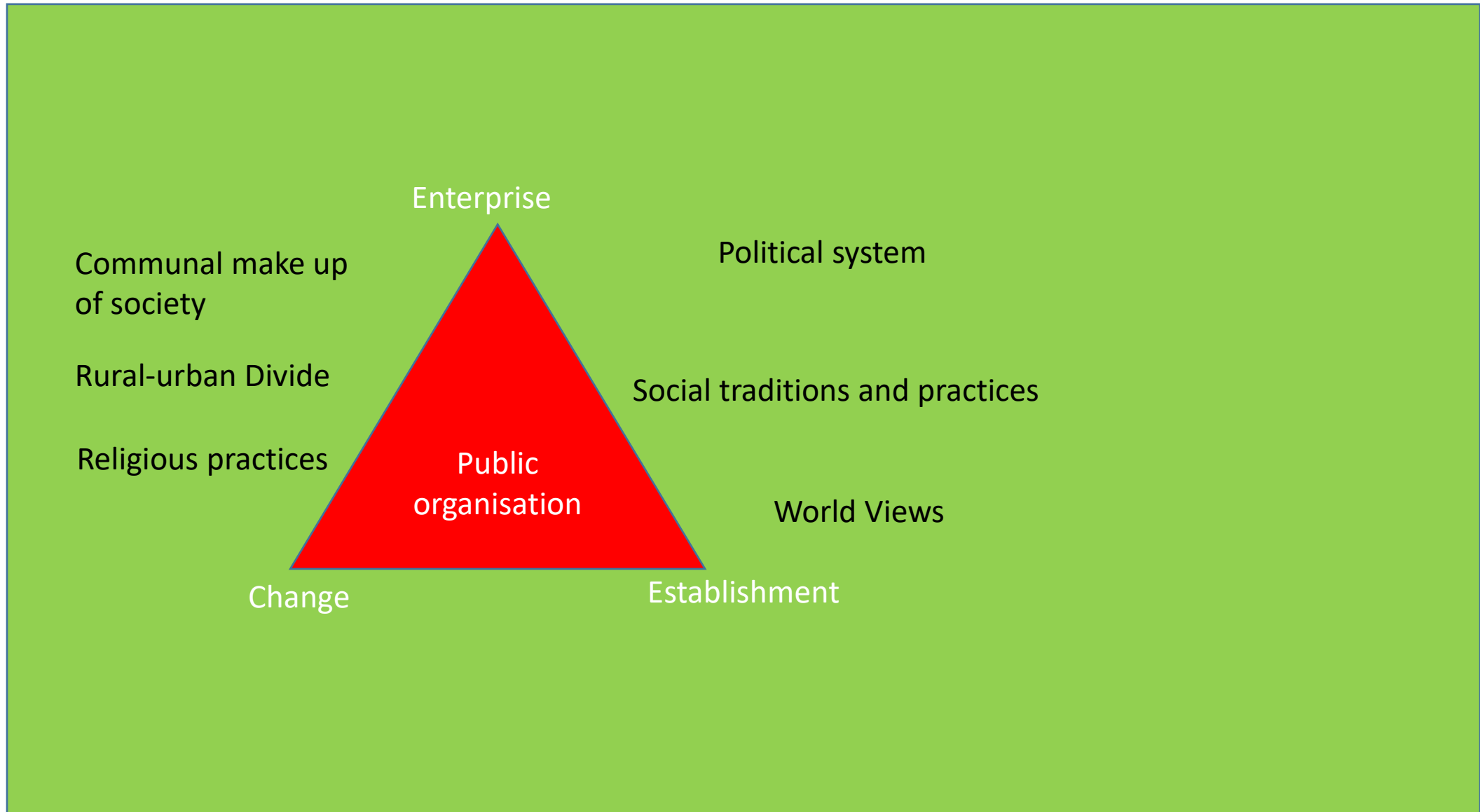
Q4 Explain the meaning of Bazaar-Canteen Model.

Q5. Notes on Rigg's ecological approach

Ecological approach to public administration

- Attempt to understand the inter-relation, interdependence, and mutual impact between public organization and its socio-cultural environment
- Just like plant or organism can survive only if adapted to its environment, organization continually adjust and adapt to its environment
- Initiated by J.M. Caus, Robert A. Dahl , Robert A. Merton but taken to its new heights by Fred W. Riggs.
- Riggs gave empirical, scientific, comparative, and 3rd world orientation to ecological approach to understand public administration.
- He used systemic and structural functional approach to formulate his innovative models
- Doing empirical studies of socio-cultural and administrative practices of Phillipines, Thailand, and India, Riggs developed interesting and novel models- Fused, Prismatic, Diffracted societies, Bazar-Canteen, and Sala model- to help understand the features and dynamics of public administration
- Inter-relation of organization and its environment is now an accepted fact of organizational studies

Ecological Approach: Organization and its Environment

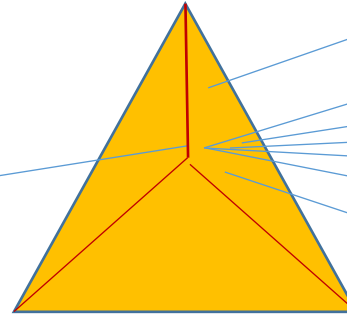


Fused

Prismatic

Diffraction

Social structure



| Comparison item | Fused | Prismatic | Diffraction |
|-----------------------|---|--|---|
| Structural-Functional | Single structure all functions | Overlapping | Separate structure for each function |
| Level of development | Primitive-tribal/rural/agrarian | Transitional-Developing | Developed-industrialized |
| Characteristics | Ascriptive ,kinship based social ties, particularistic, realism, integrated | Formalism, Overlapping, Heterogeneity, Selectivism | Merit/achievement, rule based, Individualism, universalism, realism, autonomy of sectors/structures |

CHARACTERISTICS OF PRISMATIC SOCIETY

AND THEIR IMPACTS ON PUBLIC ADMINISTRATION

Formalism in Prismatic Society

- **Formalism:** Gap between Rules/Regulation and their actual implementation
 - Rules/regulations imported and imposed from western influence do not have roots in socio-cultural environment
 - Constitutional Formalism: gap between constitutional provisions and actual political or governance practice
 - Realism: No gap between Rules/Regulation and their actual implementation- features of both fused and refracted societies
- **Reasons** for high level of Formalism in Prismatic Society
 - Social norms, traditions, culture, and practices are out of tune with modern (western) Rules/Regulations
 - Changes are 'exo-genetic' – brought from outside, not endo-genetic – from inside
 - Masses are illiterate, custom bound, not aware of modern rules/regulations
- **Effects of Formalism on public administration**
 - Street level bureaucracy- each public official interpret rules by his own convenience
 - more discretionary power to Bureaucracy -Corruption
 - Ritualization of procedures- insistence of complex and unnecessary procedures- 'Red Tapeism'
- **Examples:**
 - Rampant traffic violation in smaller Indian towns
 - Shops and business establishments in residential area
 - Constitutional guarantee on fundamental right and its gross violation in practices
 - Favouritism, nepotism, mal-practices in appointments in public offices

Heterogeneity in Prismatic Society

- Great diversity, contradictions, and differences in socio-economic conditions, practices, world views, infrastructure, facilities, public administration
- co-existence of contrasting systems pulling the society in different directions
- Islands of modern, formal structures, and facilities in ocean of chaos, traditional structures and practices
- **Example:**
 - Modern, swanky MNC offices and city life vs mud houses, poor, and illiterate rural life- barely few km apart
 - BMW and Bullock cart running parallel on same road
 - Parliament making laws based on constitution vs khap panchayat dispensing justice on traditional laws
- **Reasons:** Transitional society, exo-genetic changes, Poly-communalism, regional, sectoral, sectional disparity in development
- **Impact on public administration:** Difficult to formulate policies, diffused goals, tough adjustments in structure and practices, paradoxes and conflicts

Overlapping in Prismatic Society

- Mixing and intermingling of political, economic, administrative, religious, moral/ethical sectors- autonomy of different sectors and structures are diluted
- Co-existence of formally differentiated structures of a diffracted society co-exist with undifferentiated structures of a fused type.
- Thus, non-administrative factors- economic, political, religious- may affect public administration
- Same functions by multiple structures and same structure doing multiple functions
- **Example:**
 - Caste/sect based associations doing educational, philanthropic, economic, and political functions
 - Non economic factors affecting market- Bazar-Canteen Model
 - Leaders of religious sects directing their members to support particular political party
 - Familial and social relations affecting appointments in public offices
- **Reasons:** Transitional society, Incomplete refraction- from fused to refracted society
- **Impact on public administration:** Religious, political, familial, caste/social motives may distort administrative decisions, Ideal bureaucratic model of Weber highly unlikely, very difficult to adopt scientific management practices.

BAZAR CANTEEN and The Sala Model

Economic and Administrative Sub-System of Prismatic Society

Bazar Canteen Model: Economic sub-system of Prismatic Society

- On the face market economy with underlying features of traditional non-market economy
- **Features:**
 - Price determined NOT by invisible hand of market(supply vs demand) but socio-political relationships, social status, traditional norms, and other non-economic factors
 - Canteen features: Subsidized price for dominant and privileged group and above normal price for the under-privileged (Tributary canteen)
 - Price Indeterminacy not only for goods/services but for all factors of production- labour, land, money
 - Pariah Entrepreneurship:
 - Marketisation without any corresponding increase in capital formation
 - Sectoral, sectional, and regional disparities in development.
- **Impact of Bazar Canteen on administrative sub system in prismatic society**
 - Price of Administrative services depends upon the social standings and familial ties
 - Formalism: Selective use of rules/regulations
 - Non-administrative factors affects administrative decisions

The 'Sala' Model: Administrative sub-system in Prismatic Society

- Chamber vs 'Sala' vs Bureau.
- Reflect the Formalism, Heterogeneity, and functional overlapping in Prismatic society
- **Features of Sala Administration:**
 - Rationality and efficiency co-exist with decisions based on non-administrative considerations
 - non-administrative considerations – Kinship and other social obligations, economic benefits, Clects, political pressure, etc.
 - Attainment rather than achievement is basis for entitlements/positions
 - Nepotism in appointments, corruption, intra-bureaucratic Politics
 - Public organization start behaving as Clects- patronage, personal loyalty, empire building, turf protection
 - Selectivism in recruitment and benefit allocation: Policy formulation and implementation for benefit of particular section/community/region and exclude some sections/community
 - Political role of bureaucrats in policy making
 - Bureaucracy getting more powerful than the formal political leadership
- **Examples: Indian Bureaucracy in 60s-70s, Bureaucracy in Thailand, Philippines, and in many other afro-Asian developing nations**

Pros and Cons of Ecological Approach of Riggs

Pluses

- First time inter-relation between the environment and the public organization was explored
- Genuine attempt to understand public administration in developing nations
- Comparative public administration
- Based upon Empirical studies
- Help understand nature, characteristics, and actions of public organization

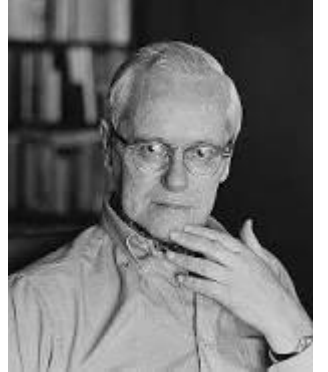
Minuses

- Complex, confusing, hard to understand
- Linguistic complexity: Terminologies/words from science, coined new words- sala, clect
- Ethnocentrism- viewed public admin of developing world from the perspective of western culture
- Negative characterisation of Prismatic society
- Equilibrium and stability approach- indifferent to social change
- Not sufficiently quantitative- qualitative approach
- Deductive and theoretical- not sufficiently empirical



Fred W. Riggs (1917 – 2008): Professor Emeritus at Political Science Department of University of Hawaii. *Agraria and Industria: Toward a Typology of Comparative Administration* (1955), *The Ecology of Public Administration* (1961) and *Administration in Developing Countries* (1964)

Robert King Merton (1910-2003). American sociologist
Professor in Colombia University. '***A Reader in Bureaucracy***'
Link between social class and status and bureaucracy, together with the
role of formal rules and hierarchy in explaining bureaucratic behavior



Prominent Contributors

John Merriman Gaus (1894-1969) was an American social scientist, and Professor of Public Administration at the University of Wisconsin and at Harvard University. '*Reflections on public administration*' (1947)
"The task will be more fruitfully performed if the citizen, and his agents in public offices, understand the ecology of government".

Robert Alan Dahl (1915-2014) : Professor of Political Science at Yale University. '*Science of Public Administration- 3 problems*'. Public administration is affected by normative values, cultural settings, and human behavior.



Sum Up

- Ecological approach attempt to understand and analyze the inter-relationship and interaction between public organization and its socio-cultural environment
- Fred Riggs used this approach along with systemic and structural functional approach to formulate innovative and interesting models to explain public administration in 3rd world developing countries.
- Post colonial developing countries are represented as transitional or prismatic society characterized by Formalism, Heterogeneity, and functional overlapping
- Administrative sub system in prismatic society is represented by 'Sala' model characterized by ritualistic proceduralism, high bureaucratic discretion, impact of non-administrative factors, selectivism, nepotism, intra-bureaucratic politics, and corruption.
- Understanding public organization in its socio-cultural context, comparative study, focus on 3rd world, and innovative models are pluses and complex and confusing, Ethnocentrism, deductive and qualitative, status quoist, and negative orientation to prismatic society are its Minuses.

References

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- Study materials of IGNOU on this topic
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 - Public Administration: A reader, New Delhi, Oxford University Press, 2003
 - A. Singh, Public Administration: Roots and Wings. New Delhi: Galgotia Publishing Company, 2002
 - F. Riggs, Administration in Developing Countries: The Theory of Prismatic Society. Boston: Houghton Mifflin, 1964
 - The Ecology of Public Administration: Asia Publishing House.
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MAJOR APPROACHES IN PUBLIC ADMINISTRATION

Feminist Perspective

POLITICAL SCIENCE EXAM HELP

PAST YEAR'S QUESTIONS

Q1. Write an Essay on Feminist perspective on Public Administration.

Q2. Discuss Feminist perspective on Public Administration

Q3. Notes on Feminist perspective on Public Administration

Feminist Perspective: Core Principles

- **Liberal Strand (also called Equity Feminism and first wave feminism):** from late 19th century to early 20th Century :
 - Women should get equal access, equal opportunity, equal rights, and equal worth at both private (family) and public(politics, economy) sphere
 - Right to vote, equal pay for equal work, due values to their domestic work, equal access and opportunity at workplace, etc
- **Radical Strand (also called other voice feminism and second wave feminism):** 1960-1980
 - Women constitute an alternative form or capacity of mind different than that of men, but those feminine attributes are given lesser value and worth than masculine attributes.
 - Gendered division of society is power politics which starts at home/family. It involves hierarchy, gendered division of labour and resources, domination/subordination, private vs public, and all what we call political
 - Patriarchy is the institution through which gender dichotomy, and dominance of men over women are maintained and perpetuated
 - 'Personal is political', Civil rights, sexual liberation, reproductive rights, child care, health, welfare, socio-cultural equality of women, etc.
- **Post modern strand:** 1990 onward
 - Opposition that creates gender- male and female- are not based upon real or essential difference. Even the concept of sex and gender are socially constructed.
 - Men and women are playing social roles with certain social behavioural traits as socially constructed and structured by human consciousness at present.

Feminist perspective on public administration

- Women do not get equal access to and equal opportunity in public organization
- Theories and practices of Public administration have masculine bias.
- Conception and image of public organization is masculine and gendered; efficiency, expertise, leadership, control, rationality, competition, autonomy all are defined in masculine way, making women invisible or insignificant
- Principles and theories in public admin- Taylor's scientific management, Weber's ideal bureaucracy, Simon's rational choice, etc- help provide masculine image to public organization
- Legitimacy of administrative state is based upon expertise, leadership, and virtue of individual public administrator, but these qualities are perceived and practiced in gender- biased ways
- Public organisation contributes to and is sustained by patriarchy and male domination and gendered power relations at home, family, and society at large.
- Administrative State, which is a gendered hierarchy produces inequality and assigns different life chances to men and women and reinforces material realities that oppress women

Feminist prescriptions for public administration

- Need to identify and reduce Gender based inequalities to make workplaces more inclusive and equitable
- Re-formulation and re-definition of concepts of leadership, expertise, virtue, and management in public administration to include feminine attributes to make them collaborative, humane, holistic and multi-dimensional.
- More women, especially at decision making positions, in public organization will make them more public spirited, sensitive, responsive, interactive, and helpful.

Re-configuration of public admin from feminist perspective

- **Leadership style:**
 - Men and women both adopt masculine leadership style which create agony and conflict. Emotional connect to subordinate, taking care of human needs, consultative, participative, and interactive leadership which not always thinks from head(rational) but also from heart(emotional).
- **Expertise:**
 - The Wilsonian -Weberian model of professional expertise with an implicit emphasis on objectivity, rationality, autonomy and hierarchy is considered inconsistent with the widely accepted notions of womanhood.
 - public administrators, both men and women, try to appear technically expert, tough and heroic to project masculine competent image; they avoid being passive, compliant, and vulnerable
 - such ideas of expertise disconnect the administrator's interaction with the world around him
 - Non-hierarchical, non-control, consultative, taking on board perspectives of all stakeholder based Expertise
- **Virtues in public organization:**
 - **Ethics of Justice vs Ethics of care** : Ethics of Justice: impartial universal moral principles, neutral, impersonal, and rights based ; Ethics of care: personalized, interactive, responsive, moral responsibility
 - Ideal public servant: one who takes care of familial and organizational responsibilities in equal measures, carry same values in private and public, who thinks both from head and heart, a complete human- both masculinity and femininity
- **Alternate organizational theory:**
 - fluid, non-hierarchical, more flexible, participative, group-oriented, egalitarian forms of organization.

Pros and Cons of Feminist Perspective

Pluses

- Dissect public Admin from gender lens to bring out its overtly masculine and gendered approach
- Establish connection between gendered private (family) and public(work place) sphere
- Bring women/femininity into center of public admin to make it more humane, Inclusive, caring, and public spirited
- Re-Formulate conceptions of expertise, leadership, and virtue to make public organization without strict hierarchy and control, participative, group-oriented, and egalitarian
- Highlight aspects of cooperation, deliberation, participation, shared vision, connectedness, empathy, and true public spiritedness missing from the conventional masculine and gendered public organizations

Minuses

- Fragmented approach – multiple strand of feminist perspectives
- Micro and qualitative approach- couldn't provide empirically testable hypothesis
- Undermine other identities- race, class, caste, disability, sexuality- and their role in public admin
- In deriding masculinity, lost balance
- Couldn't provide alternate explanatory theory



Camilla Stivers(1938): American Professor in Public Admin. Most influential feminist in Public Ad ; *'Gender Images in public administration: Legitimacy and the Administrative State* ; *'Bureau Men, Settlement Women: Constructing Public Administration in the Progressive Era':* *'Democracy, Bureaucracy, And the Study of Administration'*

Prominent Contributors



Kathy E. Ferguson is an American author, political theorist . *'The Feminist Case Against Bureaucracy'* ; Advocated for alternate public discourse incorporating women's concern. Reformulation of basic political question of Power, Reason, and Organization.



Mary Anderson (1872-1964): American Labor leader. equality in government and in bureaucracy. was able to include a women's division in the United States Department of Labor. 1st Director of the United States Women's Bureau



Mary Parker Follett (1868 – 1933) : was an American social worker, management consultant, philosopher and pioneer in the fields of organizational theory and organizational behavior. Gave concept of "power with" rather than "power over. *Non-hierarchical matrix style organization, Integration, Transformational leadership*

Sum Up

- Theory and practices of public administration has been gendered and masculine, making women invisible and marginalized.
- Bureaucracy has been patriarchal institution supporting and strengthening gendered power relation, resources distribution, subordination, and domination of women both in private and public.
- Including feminine attributes in management, leadership, and governance shall make public organization multifaceted, inclusive, more effective, responsive, and public spirited.
- Feminist scholars of late are attempting to re-formulate administrative and organization theory to make them less masculine and incorporating feminine attributes and women's concerns
- Analyzing public administration from gender lens revealed imperfect gendered nature of public organization . It is helping public organization becoming more humane, caring, responsive, and public spirited.
- However, its fragmented approach, micro and qualitative research, losing balance in deriding masculinity, overemphasis on gender identity and failure to provide alternative explanatory theory are minuses of the feminist perspective in public administration.

References

- Nicholas Henry: Public Administration and Public Affairs, Prentice Hall, 12th edition
- Public Administration in Globalizing World: Theory and Practices by Bidyut Chakrabarty and Prakash Chand
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NEW

PUBLIC ADMINISTRATION

Approaches to Public Admin

POLITICAL SCIENCE EXAM HELP

PAST YEAR'S QUESTIONS

Q1. Discuss changing perspective on public administration with special reference to Minnowbrook conferences I, II, and III.

Q2. What is New Public management? Discuss its impact on Administration.

Q.3: Discuss the major concerns of New Public Administration.

Q4: Write an Essay on New Public Management.

Q3. Notes on New Public Administration

New Public Administration: Background & Evolution

- **Evolved as body of thought in late 1960s in USA :**
 - Concepts and principles of NPA were discussed and agreed upon during 1st Minnowbrook conference at Syracuse University in 1968
 - Led by Dwight Waldo and moved by many young Public Ad professionals- were anti-positivists, anti-technical, pro-change
 - Context of 1960s USA: Internal turmoil, social unrest, Vietnam War, Campus protests
 - Widespread feeling that Bureaucracy was aloof from 'public', focused on rules/regulation, institutional norms, status quoist, technical, and serving to politically more powerful small minority- large farmers, big corporates, Elite groups

What was 'New' in NPA? Core Themes of NPA

- Social Equity- prime goal : Added on top of prime goals of 'Efficiency' and 'Economy' of 'Old' Public Admin
 - **Social equity:** To enhance the political power, resource distribution, and socio-economic well being of disadvantaged and marginalized people ; to reduce poverty & hunger, disease, illiteracy, inequality, hopelessness
- **No to Value-neutrality:** Value laden and Normative : public spiritedness, emancipative, egalitarian, moral responsibility
- **No to 'Politics-Administration' Dichotomy:** Policy making role of Administration
- **Change:** No status quo, Public Administrator as social change agent
- **Client Orientation:** citizen centric administration
- Focus more on problem than Institutions (rules/regulations/structure)
- **Second Generation Behaviouralism:** Less Generic more 'public' ; Less 'Descriptive' more 'Prescriptive', less institution focused more 'client and problem focused', less value-neutral more normative...but not irrational and unscientific
- Relevant, flexible, agile, responsive, and adaptive (to its environment) organization
- **4 D's of New Public Organization:** Decentralization, Delegation, democratization, de-bureaucratization

NPA PRESCRIPTION: 4 PROCESSES

- **Distributive** Process to achieve social equity
- **Less Hierarchical, more informal, decentralized organizational structure and processes**
 - Project oriented matrix organizational structure
 - More integration, coordination between top, middle, and lower level Bureaucrats
 - More Informal, collaborative, and participative decision making
- More active, flexible, and innovative **process to seek support, manage, and adapt** to authorizing environment (clients, political leadership, other govt. agencies, and levels of govt.)
- **Change process** by socio-emotional training & development of public administrator
 - Make them emotionally connect to peers, and clients, more risk taking, innovative, better situational awareness and management skills
 - Behaviour and leadership style training

Pros and Cons of NPA

Pluses

- Made administration more sensitive to real social problems, social equity- PA becoming voice of voiceless people
- Restored value, ethics, and normativism without diluting rationality
- Brought administration closer to politics- dilution of administration-politics dichotomy
- Its change and clients orientation tried to make PA citizen centric- more relevant
- Helped 3rd world country fight poverty, inequality, and other pressing social problems
- Public administrator as change agent or radical social reformer

Minuses

- More of a reaction to classic administration based on Wilsonian-Weberian model of neutrality, impersonality, positivism, and rationality than any new intellectual force
- Its goals and principles were clever re-packaging of old ideas
- Couldn't provide alternative problem-solving theory of administration
- Originated in the context of socio-political crisis in USA in 1960s- limited impact outside- taken over by NPM
- It increased role, power, and extent of administrative state without matching gains to society in any real terms
- Increased hostility between administration and elected political executives

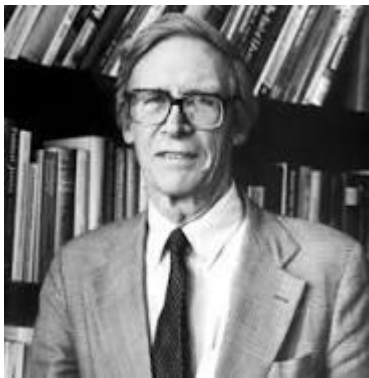


Dwight Waldo(1913-2000): American political scientist. Most influential modern public Ad scholar. Led the NPA movement by heading the 1st Minnow-brook Conference. His ideas of value positive, normative, socially responsive, dynamic and relevant public organization deeply influence NPA movement. ; *'The Administrative State' (1948), 'Ideas and Issues in Public Administration'(1953), Public administration in Time Of Turbulence'(1971)*

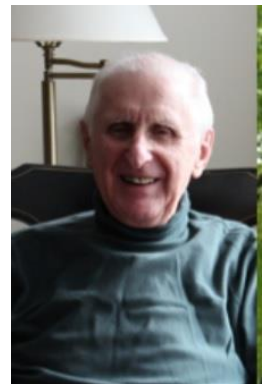
Prominent Contributors



H. George Frederickson(1934) American Publica administration scholar. He coordinated 2nd Minnow-Brook conference in 1988. He proposed 'Social Equity' as 3rd Pillar of PA, *'Confucius and the Moral Basis of Bureaucracy(2002), 'Airport Security, High Reliability, and the Problem of Rationality' (2001); 'Ethics in Public Administration'(2005)*



Herbert Kaufman(1922): American political scientist and scholar of public admin; was professor at Yale university *'Administrative Decentralization and political power'(1969); 'The Forest Ranger: A Study in Administrative Behaviour '(1960)*



John Rawls (1921-2002) : Most influential political philosopher of 20th Century. His Theory of Justice: Justice as fairness influenced new public administration in many ways: Social equity, public ad in help of voiceless, marginalized people.

Sum Up

- Since its beginning in 1887 from the article of Woodrow Wilson, PA has been constantly in search of its identity, purpose, relevance, and bases. NPA and NPM are important stepping stone in that direction.
- **Dilemmas:** Politics-Administration Dichotomy, Fact-Value separation, Hierarchy and control vs collaboration and co-ordination, Universal scientific, generic principles vs contextual, specific, publicness, Institutional rules/regulation vs public service, and solving problems
- NPA appeared as coherent concept from 1st Minnow-Brook conference led by Dwight Waldo in 1968.
- Core themes of NPA- Social equity, No to value neutrality, No to Politic-Administration Dichotomy, Less hierarchical integrated flexible organization, client orientation, public administrator as change agent, etc
- NPA helped administration getting closer and more accountable to society/citizen, restored value, ethics, and social justice without compromising rationality, Helped 3rd world country fight poverty, inequality, and other pressing social problems, made it more citizen centric and result oriented.
- However many felt that there was nothing substantially new in NPA, goals and principles were clever re-packaging of old ideas, Couldn't provide alternative explanatory theory, and had limited impact outside USA
- By 1990, NPA itself was overtaken by NPM which once again made PA an adjunct to Management and Business practices on market principle. It took PA more than 20 years to regain its uniqueness quite distinct from private management/economic rationality.

References

- Nicholas Henry: Public Administration and Public Affairs, Prentice Hall, 12th edition
- Public Administration in Globalizing World: Theory and Practices by Bidyut Chakrabarty and Prakash Chand
- Study materials of IGNOU on this topic
- Materials available on WWW and you tube videos
- Recommended reading list of DU on this topic
 - Classics of public administration, 5th Edition, by Jay M. Shafritz, Albert C. Hyde, Sandra J Parkes

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NEW PUBLIC MANAGEMENT

Meaning, Features, Debates

POLITICAL SCIENCE EXAM HELP

PAST YEAR'S QUESTIONS

Q1. Discuss changing perspective on public administration with special reference to Minnowbrook conferences I, II, and III.

Q2. What is New Public management? Discuss its impact on Administration.

Q.3: Discuss the major concerns of New Public Administration.

Q4: Write an Essay on New Public Management.

Q3. Notes on New Public Administration

New Public Management: Background & Evolution

- **Evolved in 1990S in UK, New Zealand, Australia, Canada, USA and OECD Countries:**
 - Dissatisfaction with excessive Bureaucratization, poor performance of public sector in service delivery, and increasing inefficiency, red-tape, waste, and unaccountability
 - Rising Inflation and tax rate, economic down turn- bloated govt. budget/expenditure
 - New Right movement influenced by Libertarian ideology influenced both policies of Regan and Thatcher govt. in USA and UK respectively
 - 2nd Minnow Brook conference in 1988 and *'Re-inventing Government'* by Osborne and Gaebler(1992) also helped in evolution of NPM
 - Privatization, contracting out, PPP, withdrawal of Govt. from many sectors, cost cutting, competition and quasi-market in public service delivery, etc gained momentum
 - Separation of policy making by hierarchical rule/regulation based administration and policy and program implementation agencies managed on the lines of private sector management model and market principles

Core Themes of NPM

- Using **market principles**- competition- and **private sector management practices**- efficiency, economy, customer focus- in public administration and public management
- **Arm's-length** between policy making and program execution, service delivery
 - Distance between policy making 'administration' and plan, program executing agencies
 - Role of Govt.- '**Steering**' **NOT** '**Rowing**'
- **Result Oriented**: Emphasis on **output-outcome** measurement, program evaluation and on **performance measurement** and audit
- **Withdrawal of govt./public organization** from productions and delivery of goods and services
- **Contracting out** govt. services, outsourcing, and public private partnership(PPP)
- Breaking up of public organization (making divisions/agency) to its most basic unit and cost control
- Treating **Citizen as Customer**; public services as Customer services; empowering citizen
- Focus upon **entrepreneurial spirit** in public organizations;

In a Nutshell, Features of NPM

- Market based approach, private sector management style in public administration
- Result- oriented, performance, and accountability driven public sector
- Separation of policy making and policy implementation- politics-administration Dichotomy
- Citizen as Customer- voice & choice-, Quality in service delivery
- Role of Govt. 'Steering' and NOT 'Rowing'
- **Buzzwords:** Performance measurement, Competition, PPP, Quasi-market, Contracting out, De-centralization, Efficiency, Economy, Value for money, minimum govt. Autonomy, empowerment, entrepreneurial spirit

NEW PUBLIC ADMINISTRATION VS NEW PUBLIC MANAGEMENT

| Value/problem/condition | NPA | NPM |
|---|---|--|
| Main focus | Making PA value laden, social equity, change, client oriented, more relevant | Injecting principles of Market and private sector management in public Administration |
| Policy making | help policy formulation and implementation – No to politics- Admin Dichotomy | Arm's length from policy making; Returning back to Politics- Admin Dichotomy or Admin-Management Dichotomy |
| Rationality and models of human behaviour | Administrative rationality, Public Interest, Public spiritedness | Economic and professional rationality, public choice- self-interest |
| Treatment of citizen | As Client, public service oriented | As Customer. |
| Role of Government | 'Rowing' : both policy making, implementation, and service delivery | 'Steering' : allowing pvt sector provide public services regulated by independent Regulators |
| Accountability | Bureaucrats accountable to elected leaders | Professional accountability: Performance accountability |
| Thermotical underpinnings | Principles of administration tempered by human relation, ecological, and normative approach | Public Choice, managerialism, Principle-Agent, Purchase- provider, Transaction cost, and other economic, market, and management principles |

Pros and Cons of NPM

Pluses

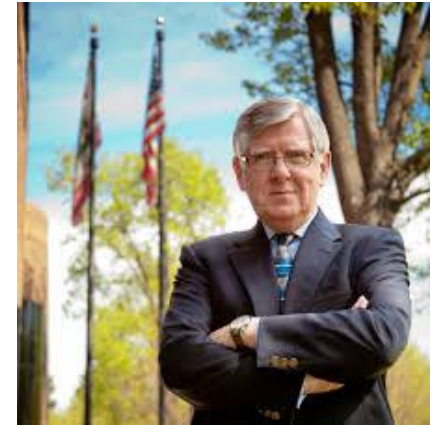
- Made PA Slim & trim, competitive, efficient
- Citizen treated as customer- choice, voice, quality service
- Private sector joined Govt. in public service delivery
- Performance measurement, program evaluation, output-outcome framework – increased accountability
- Reduced govt. spending, wasteful expenditure, fiscal discipline
- Allowed govt. focus more on core sovereign functions- law & order, defense, policy making, social justice, economic management, etc

Minuses

- NPM fared poorly on equity, fairness, justice, and public accountability criteria
- Many questioned ‘ where is ‘public’ and ‘New’ in the NPM?’
- Going back to scientific management- performance measurement and reward and politics-admin dichotomy
- Marketisation and managerialism undermined democratic decision making, Public value creation, and developmental/welfare role of Govt.
- Its focus on narrow economic objectives and impersonal business management practices diluted public spiritedness and uniqueness of PA



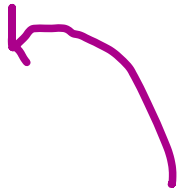
David Osborne (1951) and **Ted Gaebler** American Author and public administrator wrote '*Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector*' (1992). Ideas contained in the book helped NPM movement.
;'



Prominent Contributors



Ronald Reagan and Margaret Thatcher, President of USA and PM of UK respectively during 1980s. Both leaders were committed to NPM. Their era saw large scale privatization, corporatization, contracting out, withdrawal of govt. from many sectors, increasing role of pvt. Sector in public service delivery, cost cutting, and all what was prescribed under NPM.



Friedrich Hayek (1899-1992) : Anglo-Austrian economist and philosopher .Most influential economist of NPM era . His Libertarian ideology of minimum government deeply influenced Margaret Thatcher and helped NPM movement.

Sum Up

- Using market principles, and private sector management styles to make public sector more efficient, economic, and effective is core theme of NPM
- Rising inflation and taxes, bloated govt. budget, and perception of inefficient bureaucracy, red tape, and unaccountability led to NPM movement in 1980s and 1990s- mainly in UK, Australia, New Zealand, Canada
- New Right movement in USA and UK, Libertarian Ideology, 2nd Minnow Brook conference, and 'Re-inventing Government' by David Osborne and Ted Gaebler also helped in NPM evolution
- **Features of NPM:** Politics- administration separation, policy making-program execution separation, Entrepreneurial spirit, Performance measurement, contracting out, PPP, public services by pvt. Sector, competition, citizen as customer, Decentralization, Autonomy, and Empowerment
- **Pluses:** NPM made govt leaner, efficient, cost conscious, and citizen centered. It infused new, innovative managerial practices in PSUs. Allowed pvt. Sector join govt in providing public services. Performance measurement, program evaluation, and audit made public manager more accountable
- **Minuses:** excessive reliance on pvt. Sector management practices and narrow focus on economic objectives in NPM diluted 'publicness' and 'public spiritedness' of public administration. NPM fared poorly on equity, fairness, justice, and public accountability criteria. It undermined 'collective public value', transparency, and participatory govt.
- **Today,** NPM is largely discarded, overtaken by newer ideas such as new public service, and new public governance. PA today is trying to regain its 'publicness' and uniqueness by going back to its root of normative political philosophy.

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THANKS FOR WATCHING!

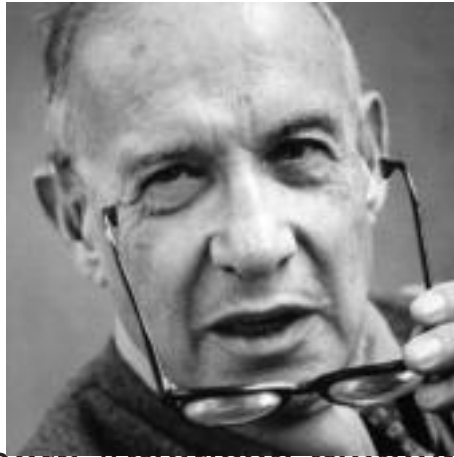
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GOOD WISHES !

Peter Drucker's

Entrepreneurship and Innovation

POLITICAL SCIENCE EXAM HELP



Peter Drucker (1909 –2005): Austrian-born American management consultant, educator, and author. Perhaps the most influential management Guru of all time. He invented the concept known as **management by objectives** (MBO) and **self-control**. Hence, rightly described as "the founder of modern management"

The End of Economic Man(1939), *The Future of Industrial Man*(1942), *the practice of management*(1954), *Managing for results* (1964), *the effective Executive*(1966), *Men, Ideas, and Politics*(1970), ***Innovation and Entrepreneurship***(1985)

Few of Drucker's prescriptions

- Do what you do best and outsource the rest
- company's primary responsibility is to serve its customers. Profit is not the primary goal,
- Decentralization and simplification rather than command and control
- 'Sickness of Government' : government is often unable or unwilling to provide new services that people need and/or want
- employees are assets not liabilities: people are an organization's most valuable resource
- 'knowledge Worker': death of the "Blue Collar" worker

Entrepreneurship: Meaning as given by Drucker

- The Entrepreneur shifts economic resources out of an area of lower productivity and yield into an area of higher productivity and greater yield.(J.B.Say)
- **Everyday Meaning:** Entrepreneur is one who starts his own business
- **Capitalist meaning:** That spirit which enable one to take risk, manage resources to run business for profit
- **But for Peter Drucker,** Entrepreneurs **create something new** , something different; they change or enhance values ; they don't do existing thing better, they do different thing
- 'New' can be New Market, New Product, even old product with new customer centric features, New way of use of existing product, etc
- Entrepreneurial businesses can be small or big, existing or new; it can be even non-business- school, hospital, library, and of course public administration
- Entrepreneurship is behavior trait rather than personality trait. its foundation lies in concept and theory rather than in intuition. It can be learnt and practiced

Examples of Entrepreneurship

- Macdonald Food Chain: Product, the burger was old, but was standardized for quality, test, and processes; added value to customer's experience
- Bell Lab, Marks & Spencer, IBM, Google, Apple, 3M, General Electric
- Grameen Bank of Bangladesh: New product, micro finance, serving needs of poor people
- OLA and Uber: product/service is old but business process new to add value and cater to needs of customer
- Delhi Public School: old non-business services; standardized, trained, and packaged to provide better value to growing middle class parents
- Entrepreneurship in public administration:
 - Door to door delivery of public services by Delhi Govt.

Entrepreneurship in Public Administration

- Behavioural trait of public managers when they innovate in their area of work to create public value
- Public manager who are innovative, proactive and willing to take some risks beyond their work responsibilities.
- Michael Moore, in his book creating public value, gives an example of entrepreneurial public management- one city librarian who float, get accepted, and implement the idea of innovative library services for latchkey children
- **E. Sreedharan** : The Metro man of India
- **Vergheese Kurien**: Father of White Revolution in India and brain behind AMUL

Entrepreneurial Strategies: Peter Drucker

- **‘Fustest with the Mostest’** - *aiming at market leadership from the beginning*
 - *Ex: IBM, Microsoft, Google, Flipkart, Uber*
- **Creative Imitation** / "Hit them where they ain't"
 - Sony Japan using transistor to become largest producer of transistor Radio
- **Entrepreneurial Judo**
 - aims at entering a market where the established leaders do not defend it or simply do not care about it
 - turns what the market leaders consider their strengths into the very weaknesses that defeat them.
 - Ex: the Japanese became the leaders in American market invented and dominated by American firms: first in copiers, then in machine tools, then in consumer electronics, then in automobiles, and Fax
- **Finding and occupying a specialized "ecological niche"**
 - toll-gate position: Essential piece of bigger product : brake pads of car ; Kettering's self-starter
 - Speciality Skills or Speciality Market: Bose audio & Music systems; American Express Travelers Cheque—a specialty-market niche.

Innovation: the Engine of Entrepreneurship

- Innovation is the specific tool of entrepreneurs
- Innovation is a new idea, creative thoughts, new imaginations in form of device or method
- For Peter Drucker, Innovation is the process of translating an idea or invention into a good or service that creates value or for which satisfies needs of customers.
- Innovation can be presented as a discipline, capable of being learned, and capable of being practiced
- Entrepreneurs need to search purposefully for the sources of innovation, the changes and their symptoms that indicate opportunities for successful innovation
- Entrepreneurs should know how to apply innovations to create value for customers

Role of Innovation in Public Administration

- Innovation in public admin could be a core driver to ensure that it becomes efficient, effective, more citizen centric, and create more public value
- In the context of public administration, Innovation implies creation and adoption of new idea and practices to help make novel public policy, plan, program, scheme, and their effective implementation to create public value
- Under the New Public Management Paradigm, citizens' are treated as customers and Public manager should have Entrepreneurial spirit to serve 'the customer'

Innovation in Indian Public Administration: Prime Minister's award for excellence in public administration- analysis for the period 2005-2017

- **Technological Innovation**
 - Ex: digitization of land records, GIS mapping, CCTV for crime control
 - Ex: Maharashtra's online pest control monitoring
- **Management Innovation**
 - Innovative management practices/methods
 - Ex: Reverse engineering to replicate success stories
- **Citizens' choice Innovation**
 - Ensure rights of citizen, give them choice, voice, and exit options
 - Ex: residential facility in Schools in Naxal affected area of Chhattisgarh
- **Governance Innovation**
 - Ex: community driven forest management; Reforms of Agriculture Mnadi- Farmer's market, private mandi, e- National Agriculture market
- **Collaborative Innovation** : across sector, across actors/players, across regions
- In India, management Innovation most prominent, followed by technological and collaborative Innovations; whereas Innovation are low in Citizen choice and Governance.
- Innovations in Indian public administration are more service delivery and process oriented and less towards Governance, and citizen centric contextual Innovations

Taken from July 20, 2019 issue of Economic and political weekly; Innovation in public administration in India by Dipti Gupta, Ashok kumar pandey, Amit Garg

Sum Up

- Entrepreneurs **create something new** , something different; they change or enhance values ; they don't do existing thing better, they do different thing
- Innovation is the specific tool of entrepreneurs; For Peter Drucker, Innovation is the process of translating an idea or invention into a good or service that creates value or for which satisfies needs of customers.
- Entrepreneurship and Innovation are must for public administration to create public value
- Entrepreneurial Strategies : **Fustest with the Mostest, Creative Imitation, Entrepreneurial Judo, and Finding and occupying a specialized "ecological niche"**
- five types are Innovations can be found in Indian Public Administration – Technological, Managerial, Citizens' Choice, Governance, and collaborative
- Innovations in Indian public administration are more service delivery and process oriented

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- *Innovation in public administration in India by Dipti Gupta, Ashok kumar pandey, Amit Garg* Materials available in public domain on WWW and youtube videos : *July 20, 2019 issue of Economic and political weekly*
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GOOD WISHES !

NEW PUBLIC SERVICE

Meaning, Features, Comparison

NPM vs NPS

POLITICAL SCIENCE EXAM HELP

New Public Service: Re-inventing 'Publicness' of PA

- Excessive Focus of NPM on narrow economic goals, private sector business style based on principles of Self-Interest (Public Choice) undermined democratic and constitutional values such as fairness, equity, justice, representation, and participation.
- Value laden administrative ethics aiming for social equity, public interest, democratic citizenship, etc were part of NPA but were relegated to background during NPM hegemony
- New Public Service is an attempt to regain the Normativity and essence of 'publicness' in PA by highlighting unique role and responsibilities of public admin/public administrator towards public service, democratic citizenship, community building, shared values and visions, identifying complex problems and help solve them in collaboration with people/community.

Bases of the New Public Service Approach

- **Theories Of Democratic Citizenship**

- NPM : Govt should allow citizen make choices based on their self-interest ; Public choice: policy based on aggregation of individual's preferences
- NPS: Citizen as community member look beyond self-interest, larger public interest, shared goals and values
- Administration: catalyst for democratic citizenship, shared community values, and capabilities of people to solve their problems in collaboration with Govt.

- **Models of Community and Civil Society**

- Sense of Community foster social bonding, shared goal and values, peace and progress
- PA should help create and support Community and civil society
- Work in collaboration with Community and civil society to help solve complex social problems

- **Organizational Humanism and Discourse Theory**

- Public organization: less hierarchical, command and control and more attentive to needs and concerns of people both inside- employees and outside- citizen
- Open dialogue and deliberation between citizen and govt: PA based on public Discourse

Core Themes of NPS

- **Serve rather than ‘Steer’**
 - Facilitating, brokering, negotiating solutions to public problems through building coalition of public, private, and non-profit agencies
- **Main aim should be ‘Public Interest’**
 - PA should help build collective, shared notions of the Public Interest
 - Creation of shared Interest and shared responsibility
- **Participative ,collaborative, responsive, open and accessible govt./governance**
 - Citizen/community become part of policy & program formulation and implementation
- **Serve Citizen NOT Customer**
 - Not to serve individual self-interest but larger shared public values
- **Complex Accountability:** to Constitutional law, community values, political norms, professional standards and ethics, and public interests
- Focus should be **creation of public value** NOT just productivity
- **Trusteeship** and **stewardship** rather than entrepreneurship in PA
 - PA as trustee and steward of public resources; servants to people who are actual owner/master

NEW PUBLIC MANAGEMENT VS NEW PUBLIC SERVICE

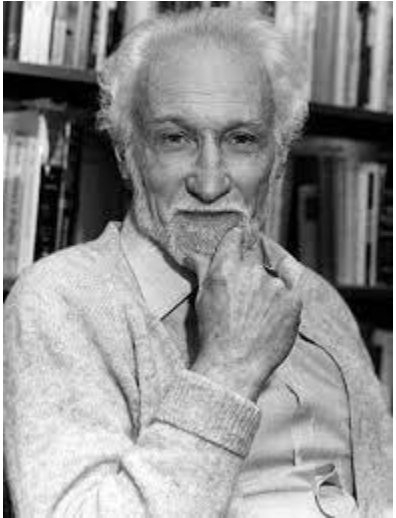
| Value/problem/condition | NEW PUBLIC SERVICE (NPS) | NEW PUBLIC MANAGEMENT (NPM) |
|---|--|--|
| Main focus | PA serving citizen, helping them build community and achieve shared goals. Participatory governance, Engaged Citizen | Injecting principles of Market and private sector management in public Administration |
| Conception of Public Interest | Shared goal and values of Community arrived through dialogue, Discourse | Aggregation of Individual interests and preferences |
| Rationality and models of human behaviour | Strategic rationality; Individual think beyond self-interest as part of community | Economic and professional rationality, public choice- self-interest |
| Treatment of citizen | Citizen as Citizen- engaged, participating in goal setting and their achievements | As Customer. |
| Role of Government | Serving: Negotiating, Brokering interests among citizen, help them achieve their shared goal and values | ‘Steering’ : allowing pvt sector provide public services regulated by independent Regulators |
| Accountability | Complex Accountability: Constitutional law, community values, political norms, professional standards and ethics, and public interests | Professional accountability: Performance accountability |
| Theoretical underpinnings | Democratic Citizenship, Organizational Humanism, and Discourse Theory | Economic and positivist social science: Public Choice, managerialism. |



Robert B. Denhardt(born 1942), American Public Administration Scholar and Thinker. Father of New Public Service Approach. '*New Public Service: Serving, not Steering*'(2003). '*Public Administration: Action Orientation*' '*theories of Public Administration*' '*Re-vitalization of Public service*' ; '



Prominent Contributors



Janet Denhardt. Professor of Public Admin in Arizona state University. Developed the concept of New Public Service with Robert Denhardt. '*Street level Leadership: Discretion and Legitimacy in front line Public Service*'. '*The New Public Service, The Dance of Leadership*'

Michael J. Sandel (born 1953) is an American political philosopher. His ideas of Communitarianism, shared public value became part of core themes of New Public Services.



Sheldon Sanford Wolin (1922-2015) : American Political Thinker and Author.

Politics and Vision: Continuity and Innovation in Western Political Thought(1960) : Inverted Totalitarianism:

Economy rather than politics dominate governance. More individual rights but less participative and more pervasive government

Pros and Cons of NPS

Pluses

- Attempt to regain the essence of PA-publicness – serving citizen, shared public interest and public value
- True essence of Democracy- active engaged citizen, participative govt, public discourse
- Shared public interest than individual self-interest
- More fit in globalized world- multiple actors in policy making, complex accountability
- Citizen/people as owner and public administrator as trustee/steward

Minuses

- Too much normativism, subjectivity, and Idealism
- Lack of explanatory or problem solving theories
- Difficult to practice
- Too much stress on communitarianism, undermine individual rights, choice, freedom
- Based upon socio-cultural context of USA at the dawn of new Millennium, may not be universally applicable

Sum Up

- NPS is an attempt to regain 'publicness' of public administration by making shared public Interest, and public value as main aim of PA
- NPS focuses on serving rather than steering citizen who should be encouraged to build community, shared goal and participate in achieving those goals in collaboration with government and other actors
- NPS takes PA closer to true democratic spirit of democratic citizenship, public discourse, participative, responsive, open, and accessible government/governance.
- **Features of NPS:** Serving Citizen, Creation of shared public Interest and public value and achieving them in Co-Governance mode, PA as trustee/steward to Public/citizen, and Complex Accountability,
- **Minuses:** Excessive Normativism, Idealism, and subjectivity, Lack of explanatory theories, difficult to practice, May not be universally applicable, and by focusing too much on communitarianism undermined individual rights, choice, autonomy.

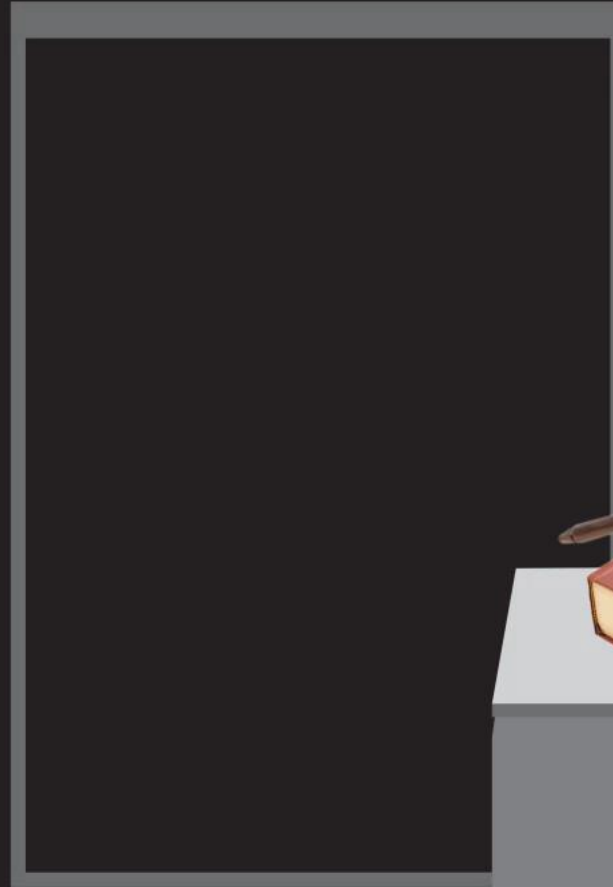
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 - From Old Public Administration to the New Public Service: Implications for Public Sector Reform in Developing Countries:
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GOOD GOVERNANCE

Meaning, Features, Critique

Government Vs Governance

POLITICAL SCIENCE EXAM HELP

Government Vs Governance

- **Government:** Executive arm of the state. But Judiciary and Legislature are also sometimes considered as part of Government. Public Administration is action arm of govt.
- **Governance:**
 - The ways the Government gets its job done- ways and processes by which govt. manages the affairs of the state/nation.
 - Structures and processes by which agenda are set, policies are formulated and implemented. It may involve multiple actors- Govt./state, private sector, NGOs/not for profit, MNCs, Multilateral agencies, Civil Society, etc
- Thus, **Governance is broader in nature** than govt. It denotes collective actions my network of multiple actors- state, pvt. Sector, civil society, etc.

Governance: Multiple perspectives

- Derived from Greek word ‘**Kybernan**’- ‘to steer and to pilot or to be at the helm of things’
- It was first used by *Harlan Cleveland* in mid 1970s who said “ ***what we want is minimum government, maximum Governance***”
- Processes by which decisions are taken and implemented- Corporate Governance, Nation’s governance, International governance, Local Governance
- Word Bank
 - 1992: The manner in which power is exercised in the management of country’s social and economic resources for development
- A framework within which formal and informal state organ share power/authority and exercises Rights
- As an approach to Public Administration
- Mechanisms, processes, set of values, institutions by which a society manages socio-economic-political processes at all levels through interaction among the Govt, civil Society, and Private sector
- **Buzzwords:** Multi-stake holder Networking, quality of life rather than quality of service, Rule of Law, Participatory, Transparent, fair, just, ethical, responsive, accountable, equity, inclusive, efficient, effective

GOVERNMENT VS GOVERNANCE

| Comparison points | GOVERNMENT | GOVERNANCE |
|---------------------------|--|--|
| Structure | Executive arm of the state | Network of state, public and private sector, civil society, NGOs, etc. |
| Role and Function | Agenda setting, Policy-making, Implementation | Same-Agenda setting, Policy-making, Implementation |
| Authority/Power | Formal/legal authority & Power | Both formal and informal authority/power |
| Treatment of citizen | To be served, guided, steered | As active participant in decision making and implementation |
| Role of state | Supreme, sole actor, all authority/power vested in state | Major actor, authority/power decentralized, de-centred in multiple actor |
| Role of political parties | Very important. The majority party sets the agenda and guide policy formulation and their implementation | Diminished; Society as a whole sets agenda, take policy decisions and implement them |
| Theoretical underpinnings | Representative Democracy, Bureaucratic theories, Organizational theories | Democratic citizenship, critical theories, public discourse |

Good Governance: Important Characteristics

- **Participation**
 - Civil Society and Private Sector joins govt. in decision making and their implementation
- **Rule of Law**
 - Independent Judiciary, Timely Justice, Accessible and affordable Judiciary
- **Transparency**
 - No secrecy in decision making, open government
- **Responsiveness**
- **Consensus oriented**
- **Social Equity and Inclusiveness**
 - Respect for Diversity, Voice to marginalized, minority, Less inequal growth
- **Accountability**
 - **Govt, pvt. Sector, civil society accountable to stakeholders- multi-layered accountability**
- **Efficiency and effectiveness**
 - Using resources judiciously, Right vision to achieve long term societal goal

How Good Governance is Assessed

- Human Development Index (HDI)
- Quality of Life Index (QLI)
 - By the Economist Intelligence Unit
- Ease of doing Business Index
 - By World Bank Group
- Corruption Perceptions Index :
 - Transparency International
- Environmental Performance Index (EPI)
 - By Yale University and Columbia University
- Universal Human Rights Index

Critiques of Good Governance

- Has become merely a benchmarking tool for International Aid Agencies- World Bank, IMF
- Governance is contingent upon socio-political and historical context, not possible to have universal yardstick of good governance
- Ethnocentrism and Euro-American Centrism
- By broadening the meaning of Governance, its meaning is lost- means anything to anyone
- Role of state is undermined, but in reality governance is nothing but what government does.
- Not even followed completely by USA and other developed countries who gave the concept.

Sum Up

- Governance is broader concept than government. Governance denotes the processes of decision making and their implementation.
- In governance approach to PA, civil society, private sector, media, NGOs, and many other organizations join the state in policy making and their implementation
- Good Governance, a concept put forward by World bank, IMF, UNDP, denotes participation, responsiveness, transparency, rule of law, accountability, consensus, equity and inclusiveness, and efficiency and effectiveness in decision making and their implementation
- International Aid agencies take good governance into account for deciding aid to developing nations
- The concept is vague, idealistic, and utopic. Forcing its universal application disregarding socio-cultural and historical context of different nations suffers from euro-American centrism.
- Each society shall have to find its own best way to govern itself to achieve the universal goal of human excellence and best possible quality of life to all.

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