Biyani's Think Tank

Concept based notes

Elements of Public Administration

[B.A.-Part-I]

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Preface

I am glad to present this book, especially designed to serve the needs of the students. The book has been written keeping in mind the general weakness in understanding the fundamental concepts of the topics. The book is self-explanatory and adopts the "Teach Yourself" style. It is based on question-answer pattern. The language of book is quite easy and understandable based on scientific approach.

Any further improvement in the contents of the book by making corrections, omission and inclusion is keen to be achieved based on suggestions from the readers for which the author shall be obliged.

I acknowledge special thanks to Mr. Rajeev Biyani, *Chairman* & Dr. Sanjay Biyani, *Director* (*Acad.*) Biyani Group of Colleges, who are the backbones and main concept provider and also have been constant source of motivation throughout this Endeavour. They played an active role in coordinating the various stages of this Endeavour and spearheaded the publishing work.

I look forward to receiving valuable suggestions from professors of various educational institutions, other faculty members and students for improvement of the quality of the book. The reader may feel free to send in their comments and suggestions to the under mentioned address.

Author

Syllabus of Public Administration

Scheme :

Two Papers

	Min.Pass Marks 72	Max. Marks 200
Paper I	3 hrs. duration	Marks 100
Paper II	3 hrs. duration	Marks 100

There shall be two papers in all, and each paper shall be of three hours duration and of 100 marks. Each paper shall consist of two parts. There shall be twenty multiple choice objective type questions one mark each in the first compulsory question. The second compulsory question will comprise ten questions of two marks each. These will be short answer questions. Answers should be of not more than twenty words. Marks may be deducted if the word limit is exceeded. This part of the question paper will be given maximum one hour duration and shall relate to all the three sections covering there by the entire course.

The second part of the question paper shall be divided into three sections comprising 6 essay type questions of 20 marks each

Candidates will be required to attempt 3 questions selecting one question from each section. This part of question paper shall be of 60 marks

Paper-I: Elements of Public Administration

Section A

Meaning, Nature and Scope of Public Asministration , Importance of Public Administration in Modern Society, Public and Private Administration. Evolution of the study of Public Administration. Public Administration as a Social Science, Relationship with other Social Sciences- Political Science, Economics, Sociology, Law and Psychology, Approaches to the Study of Public Administration-Classical and Humanistic.

Section B

Principles of Organization: Formal and Informal Organisation, Hiearchy, Unity of Command, Span of Control, Coordination, Centralisation, Decentralisation, Authority and Responsiblity

Chief Executive, Line and Staff Agencies, Supervision, Delegation Leadership, Communication, Decision-making, Public Relations, Delegated Legislation

Section C

Personal Administration: Meaning and Nature of Bureaurachy, Civil Service and its Role in a developing Society, Classification, Recruitment, Training, Promotion of Civil Servants, Morale and Motivation in Public Administration.

Content

CHAPTER-I

Public Administration

Q.1. What is Administration?

Ans.: The English word 'administration' is derived from a combination of two Latin words 'ad' and 'ministare' meaning 'to serve' or 'to manage'. Literally the term 'administration' means management of affairs - Public or Private.

Administration has two essential elements i.e. a collective effort and a common purpose. Thus administration can be defined as a co-operative effort of group of people in pursuit of a common objective.

Q.2. Define Public Administration.

Ans.: Public administration is an aspect of the larger field of administration. It exists in a political system for the accomplishment of the goals and objectives formulated by the political decision makers. It is also known as governmental administration because the objective 'public' administration means 'government'.

Q.3. Do you agree that Public Administration studies only POSDCORB?

Ans.: No, we do not agree that public administration studies only POSDCORB. In fact it is a combination of POSDCORB and subject matter view.

In POSDCORB, the estimates of only the top persons or managers are included. POSDCORB view was given by Gullick. He believed that administration consisted to seven elements POSDCORB stands for -

P - Planning

O - Organizing

S - Staffing

D - Directing

CO - Coordinating

R - Reporting

B - Budgeting

Whereas subject matter view emphasizes on services rendered and functions performed by an administrative agency.

POSDCORB view and subject matter view are not mutually exclusive but complement each other. They together constitute the proper scope of public administration.

Lewis Marriann considers them as two blades of a scissors.

Q.4.   What is the importance of Public Administration in Modern Society?

Ans.: Public administration has become an essential segment of modern society which has witnessed the emergence of what is called, by administrative thinkers as 'Administrative State'.

This means that every activity of individuals from 'womb to tomb' is regulated and controlled by the State agencies i.e. administrative agencies.

The following views expressed by various scholars clearly highlight the significance of 'public administration in a society'.

L.D. White - Its nature, contents and scope - all go to make it the heart of the problem of modern government.

Q.5.   What is the difference between Administration, Organization and Management?

Ans.: The three terms are used interchangeably. However, there is a specific difference in their meanings. This distinction is made clear by William schulze. He says, "Administration is the force which lays down the object

for which an organization and its management are to strive and the broad polices under which they are to operate."

An organization is the combination of the necessary human beings, materials, tools, equipment brought together in systematic and effective co-relation to accomplish some desired object.

Management is that which leads, guides and directs an organization for the accomplishment of a pre-determined object.

Q.6. **Why is modern State called an 'Administrative State'?**

Ans.: Public Administration has become an essential segment of modern society which has witnessed the emergence of what is called by administrative thinkers as 'Administrative State'. It means that every activity of individuals from 'womb to tomb' is regulated and controlled by the state agencies i.e. administrative agencies.

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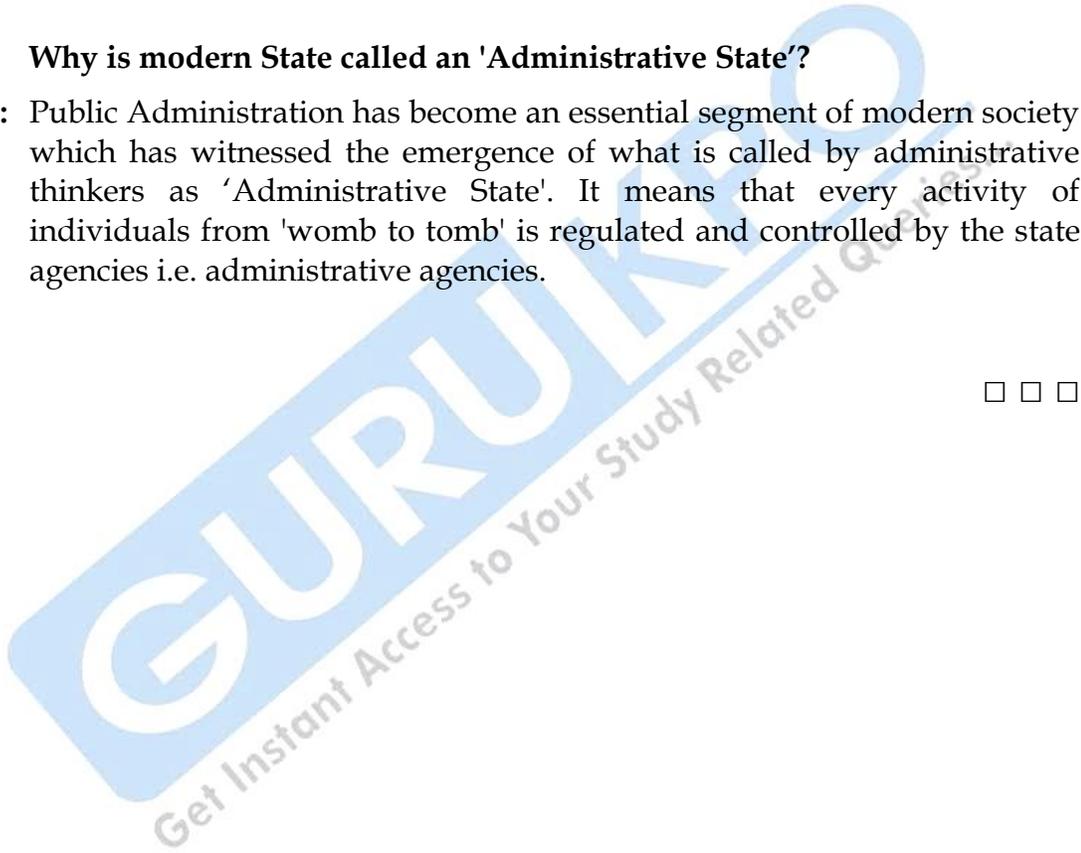
Public & Private Administration

Q.1. **Differentiate between Public and Private Administration and also give the reasons as to why the difference between the two is gradually decreasing.**

Ans.: Public Administration refers to the administration which operates in the governmental setting. Private administration on the other hand refers to the administration which operates in the non-governmental setting, i.e. business enterprises.

The differences between public & private administration are :

(1) **Political Direction :** Public administration is subject to political direction and control and this is the primary distinction between the two.

(2) **Breadth of Scope, Impact & Consideration :** Private administration cannot claim the breadth, scope and consideration of the public administration. An organized government impinges upon and is affected by practically everything that exists in our society.

(3) **Public Accountability :** Public administration is characterized by public accountability from which private administration is free. Public administration has to function in its environment which consists of the press, political parties, pressure groups and so forth. Thus public accountability and responsibility is the hallmark of public administration in a democracy.

(4) **Principle of Uniformity :** Public administration has to be consistent in its treatment. Its acts and decisions are regulated by uniform laws, rules and regulations, private administration on the other hand can practice preferential treatment.

(5) **Principle of External Financial Control :** In public administration, the legislature authorizes the income and expenditure of the executive branch. Private administration on the other hand, is not subject to the principle of external financial control. It is free to manage its finances as it likes.

(6) **Principle of Service Motive :** The purpose of public administration is to serve the public and to promote community welfare. The private administration, in contrast, is characterized by profit motive not social service. Also, the public administration carries a greater social prestige than the private administration because of its social role.

(7) **Legal Framework :** Public administration has to function within the legal framework, i.e. within the limits set by the laws, rules & regulations. This makes public administration rigid in its operation. Private administration on the other hand is relatively free from such limits and enjoys flexibility in operation.

(8) **Nature of Functions :** Public administration differs from private administration in the nature of functions performed by it like –

(i) It is more comprehensive than private.

(ii) Its activities are more urgent and vital

(iii) Its services sometimes tend to be monopolistic for e.g. defense.

(9) **Anonymity :** Public administrators function anonymously. Thus, the minister assumes responsibility for the actions of the civil servants working under him.

But along with this, there are similarities too between them like they have the same managerial techniques and skills, both have uniformity in

accounting filing etc, both are organized on the basis of principle of hierarchy, both are influenced by the practices and standards of each other, both have some organizational problems and finally there is a mutual exchange and rotation of personnel between the two.

In the present context both public and private administration are working together for welfare programmes, thus the differences between them is decreasing. Both of them can be called as the two species of the same genus.

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Evolution of Public Administration

Q.1. Give a detailed account on the evolution of Public Administration as a 'discipline'.

Ans.: Public administration is an aspect of governmental activity as old as political society, but as a field of study, it is much more recent.

Towards the end of 18th century in the USA, the meaning and scope of public administration was defined for the first time in Hamilton's Federalist (No.72). Charles Jean Bounin's Principles de Administration Publique (1812) in French is considered as the first treatise on the subject of public administration.

Public Administration as a subject of study originated and developed in the USA.

Stages in the Evolution :

Stage I – Politics-Administration Dichotomy (1887-1926)

Stage II – Principles of Administration (1927-37)

Stage III - Era of Challenge (1938-1947)

Stage IV – Crisis of Identity (1947-1970)

Stage V – Public Policy Perspective (1971-continue)

(1) **Stage I – Politics-Administration Dichotomy (1887-1926) :** This is the beginning of evolution of public administration as a discipline. The basic theme during this stage was the advocacy for the

separation of politics from administration, popularly known as 'politics-administration dichotomy'.

This stage began with the publication of Woodrow Wilson's essay 'The Study of Administration in the political science quarterly in 1887. This essay laid the foundation for a separate independent and systematic study in public administration. Hence Wilson is regarded as the 'Father of Public Administration'.

He separated administration from politics. He argued that politics is concerned with policy-making while administration is concerned with the implementation of policy decisions.

Wilson was supported by Frank J. Goodnow. His book 'Politics and Administration' was published in 1900. To quote Goodnow, "Politics has to do with policies or expressions of the state will, whereas administration has to do with the execution of these politics." He came to be regarded as the "Father of American Public Administration."

In 1926, L.D.White Wrote 'Introduction to the Study of Public Administration' was published. It was the first textbook on public administration.

(2)   **Stage II – Principles of Administration (1927-1937) :** During this stage, the scholars believed that there are certain principles of administration which could be discovered and applied to increase the efficiency and economy of public administration. They argued that administration is irrespective of the nature and content of work because the principles of administration have universal validity and relevancy. Hence, they claimed that public administration is a science.

This stage began with the publication of W.F. Willoughby's, "Principles of Public Administration in 1927. He asserted that, "in administration there are certain fundamental principles of general application analogous to those characterizing any science."

Publications :

(i)   Henry Fayol – Industrial & General Management (1916)

(ii)   M.P. Follett – Creative Experience (1924)

(iii) Mooney & Reiley – Onward Industry (1931)

(iv)   Gullick & Urwick – Papers on the Science of Administration (1937)

(v)   Mooney & Reiley – Principles of Organization (1939)

This stage in the evolution of public administration reached its zenith with the appearance of Gullick and Urwicks papers on the science of Administration (1937).

This stage can be called as the stage of orthodoxy as efforts were underway to delineate firmly the boundaries of a new discipline of management.

Public Administration reached its reputation optional zenith during this stage.

(3)   **Stage III – Era of Challenge (1938-1947) :** The main theme during this stage was the advocacy of 'human-relations behavioural approach to the study of public administration.

Both the defining pillars of public administration were challenged. It was argued that administration cannot be separated from politics because of its political nature. Administration is not only concerned with implementation of policies but also plays an important role in policy formulation. Thus the idea of politics-administration dichotomy was rejected.

Similarly the principles of administration were challenged and criticized on the ground of lack of scientific validity and universal relevancy. Simon was the most important critic of the principles of administration and described them as 'proverbs'.

It was also criticized as a mechanistic approach due to its emphasis on the formal structure of organization and neglect of socio-psychological aspects of organizational behaviour. The Howthoene studies (1924-32) conducted under the leadership of Elton Mayo

demonstrated the role of informal organizations in determining organizational efficiency.

Important Publications :

(i) C.I. Barnard : Functions of the Executive (1938)

(ii) Morstein Marse : Elements of Public Administration (1946)

(iii) Herbert Simon : The proverbs of Administration (1946)

(iv) Simon : Administrative Behaviour (1947)

(v) Dwight Waldo: The Administrative State (1948)

(4) **Stage IV - Crises of Identity (1948 – 1970) :** With the rejection of politics-administration dichotomy and principles of administration, public administration suffered from the crises of identity. Consequently scholars of public administration reacted in two ways :

(i) Some of them returned to the fold of political science (the mother science). However, they were not encouraged by political scientists.

(ii) Some others moved towards the administrative science. They argued that administration is administration irrespective of its setting. They found the journal of Administrative science quarterly in 1956.

However, in both the cases public administration lost its separate identity and distinctiveness and it had to merge with the larger field. That is why this stage in the evolution of public administration is called as crises of identity.

Publications :

(i) March & Simon : Organizations (1958)

(ii) Cyert & March : Behavioral Theory of the Firm (1963)

(iii) March : Handbook of Organizations (1965)

(5) **Stage V – Public Policy Perspective (1971-continuing) :** The main theme in this final stage of evolution is the concern for public policy analysis. Public administrationist are showing much interest in the

fields of policy science, political economy, policy making, policy analysis and so on.

Public policy approach got acceptance as the traditional idea of politics-administration dichotomy was abandoned. Dwight Waldo concluded that the separation between politics and administration have become an "outworn credo".

Two themes of this stage were (i) The interpretation of politics (ii) The programmatic character of all administration.

With the adoption of public policy approach, public administration has become inter-disciplinary, gained social relevance and expanded its scope.

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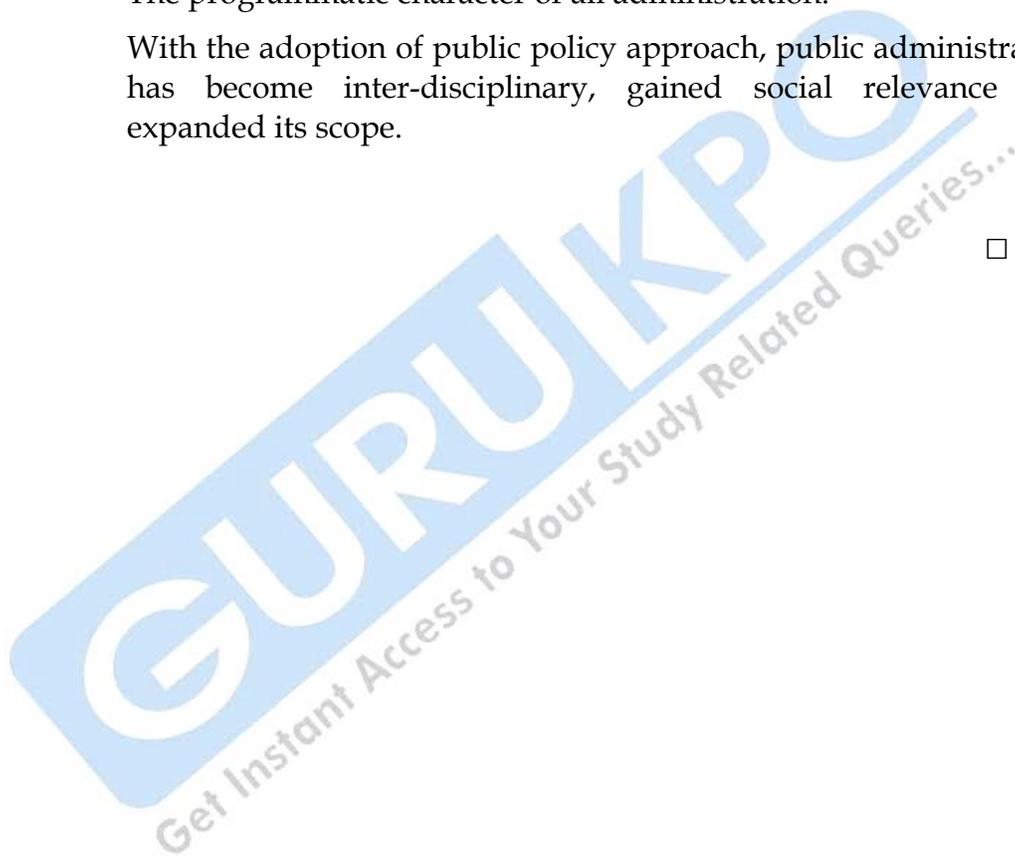
Relationship of Public Administration

Q.1. **Explain the relationship of Public Administration with Economics.**

Ans.: Public administration is dominated by economic problems. It was not always so during 18th and 19th century. Administration was confined chiefly to defense, police and administration. But the industrial revolution and the numerous problems that arose compelled the state to intervene in the industrial and economic matters for the protection of the workers by regulating the hours and other conditions of their work.

The tendency of the times is to draw the state more and more into economic matters. The whole theory of taxation and financial management is economic in nature.

The newer economic development are influencing the machinery and methods of administration in important ways. The incursion of the state into the field of the business enterprise has led to a new form of the administrative organization – the government corporation.

In several ways economics influences public administration which in its modern context cannot satisfactorily be understood without some knowledge of economics.

Q.2. **What is the relationship of Public Administration with Sociology?**

Ans.: Sociology is concerned with the behaviour of a man as the member of a group. It studies the various kinds of groups which arise in society and the way in which they influence human instincts and activity.

Administration is a cooperative enterprise in which usually a large number of people have to meet and act together. Thus the personnel employed by any organization may be taken to be a social group, within the larger group of the entire personnel, there arise also smaller ones based on the common branch or unit of work, common status, personal sympathies etc.

The knowledge of the way in which groups arise, function and influence their members, can illumine many of the phenomena of administration. Since such knowledge comes from sociology, the importance of this science of public administration is obvious.

Q.3. Are Public Administration and Law inter-related?

Ans.: Public administration works within the framework of the law of the land. Nothing that is contrary to law can be attempted by the administrator, however, reasonable or durable it may be.

Most laws contain in them expressions of public policy i.e. they prescribe what shall be done. It is on the account of this intimate relationship between the two that in continental countries public administration has mainly been studied as branch of law.

Administration is also intimately concerned with the making of law. The proposals for a large part of legislation actually arise from the various administrative departments and their drafting is done according to their directions.

Law is one of the great instruments of enforcing the responsibility of administration. The unauthorized acts and excess of administration are corrected by the courts under the provisions of law. Law prevents administration from encroaching on the liberties of the citizen

Q.4. Explain the inter-relation of Public Administration and Psychology.

Ans.: Psychology plays a great port in all human organization. No social science concerned with the activities of human beings can afford to disregard the psychological factors involved in such study. There was a tendency in the

earlier days to view public administration purely as a matter of legal or formal relationships between the superior.

The most important result of the psychological approach has been that every formal organization as determined by the law and the rules, there exits also an informal organization which naturally springs up from the personal and social relationships and attitudes of the personnel engaged in running the organization.

There has also been a whole new science of industrial psychology. Psychological tests are being increasingly used in the selection of the personnel.

In short, as a result of the understanding of the psychological implications of the administrative activity, it has come to be viewed essentially as a system of human rather than mechanical relationships.

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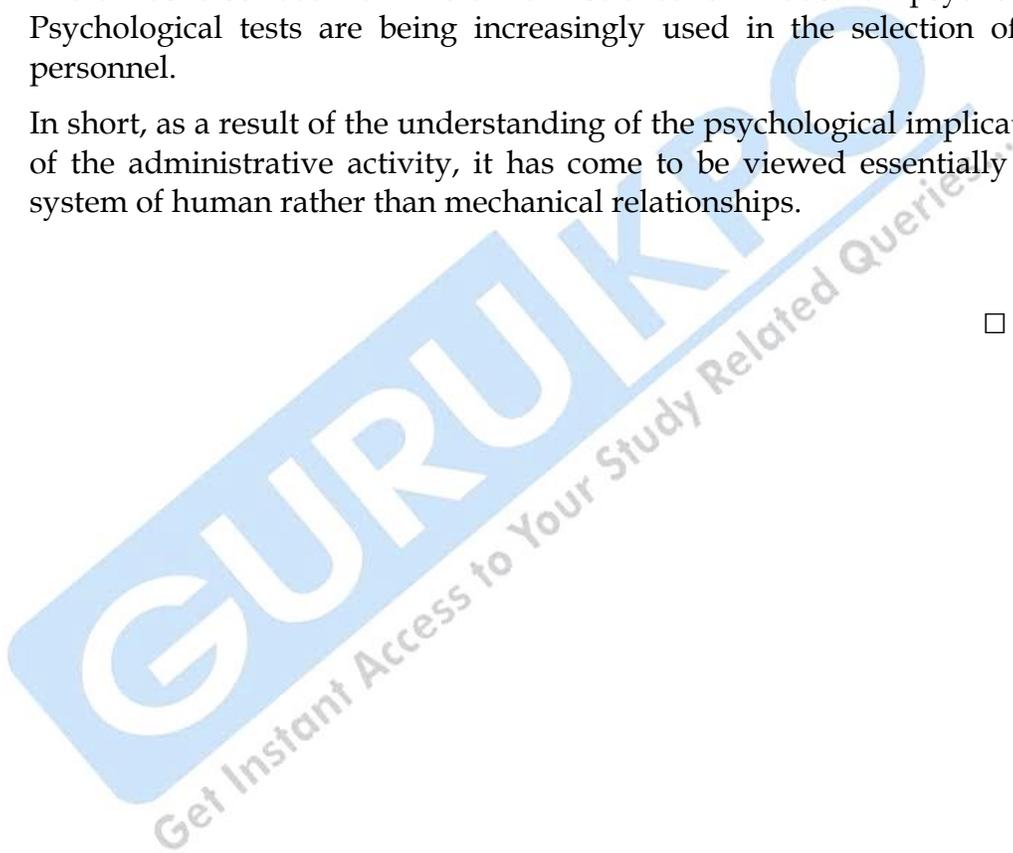
Approaches to the Study

Q.1. **What is the basic theme of Classical Approach or Theory?**

Ans.: The classical theory of administration was developed during the first half of the twentieth century. The exponents of this theory are Fayol, Gullick, Uriwick, Mooney, Reiley.

Unlike Taylors scientific management which focused on efficiency in the organization, the classical theory is a broader approach to organization. It is concerned with the formal organization structure as well as the process of administration. It advocates the concept of 'economic man', that is, the people in the organization are motivated only by economic factors.

The central theme of classical theory of organization was summerised by Gullick and Urwidk in their 'Papers on the science of Administration'.

The classical thinkers firmly believed that the efficiency and economy of the organization can be maximized when it is established in accordance with certain fundamental principles. They also believed that administration is everywhere irrespective of the nature, type or context of work. It was concluded that principles of organization have universal validity.

Q.2. **Give account of Fayol's contribution in the Classical Theory.**

Ans.: Henry Fayal, a French engineer, is regarded as the father of classical theory.

The contribution of Fayol to the growth of classical administrative thought can be studied under three heads :

A.   Activities of an Industrial undertaking

B.   Elements of administrating

C.   Principles of administration

A.   Activities of an Industrial Undertaking : Fayol divided the totality of activities of an industrial undertaking into six groups :

  (i)   Technical Activities

  (ii)   Commercial Activities

  (iii)   Financial Activities

  (iv)   Security Activities

  (v)   Accounting Activities

  (vi)   Managerial Activities

B.   Elements of Administration : According to Fayol, the elements or functions of administration are –

  (i)   To Plan

  (ii)   To Organize

  (iii)   To Command

  (iv)   To Coordinate

  (v)   To Control

Thus, administration, according to Fayol, encompasses the "POCCC".

According to Fayol, administrative ability rather their technical ability is required at higher level of organization. He believed that administrative ability cannot be developed through technical knowledge alone. Hence, he was the first writer to suggest administrative training of all employees at all levels.

Fayol felt that administrators (Managers) should have six attributes (qualities) :

  i)   Physical

  ii) Mental

  iii) Moral

  iv) General Education

  v) Special Knowledge

  vi) Experience

C. **Principles of Administration :** Fayol specified fourteen principles of administration. They are –

  i) Division of Work

  ii) Authority & Responsibility

  iii) Discipline

  iv) Unity of Command

  v) Unity of Direction

  vi) Subordination of Individual Interest to General Interest

  vii) Remuneration

  viii) Centralization

  ix) Scalar Chain

  x) Order

  xi) Equity

  xii) Stability of Tenure of Personnel

  xiii) Initiative

  xiv) Espirit De Corps

Fayol stated that his principles of administration are not rigid rules but are flexible and capable of adaptation to every need.

Q.3. **What is the contribution of Gullick and Urwick in Classical Administrative thought?**

Ans.: The classical theory reached its zenith in 1937 when paper on the 'Science of Administration' by Gullick and Urwick was published. These two

classical thinkers further elaborated the ideas of Henry Foyol. They stressed the importance of structure of organization in determining its functioning. Thus, they neglected the human factor in organization.

Gullick and Urwick focused their efforts on the discovery of neutral principles, based on which the structure of the organization can be designed. They said that the principles deal with the architectures of formal organization and are directed at enforcing the degree of organizational efficiency.

Gullick identified four basis of departmental organizations as, purpose (function), process, persons and place. He called it 4P-formula. Also Gullick said that administration consists of seven elements. He colored the "POSDCORB' to explain these functions. Each letter in this acronym stands for one function of the administration. Thus,

P = Planning

O = Organizing

S = Staffing

D = Directing

Co - Co-coordinating

R = Reporting

B = Budgeting

Similarly, Urwick specified eight principles of organization :

i)   Principle of Objective

ii)   Principles of Correspondence

iii)   Principles of Responsibility

iv)   Scalar Principle

v)   Principle of Span of Control

vi)   Principle of Specialization

vii)   Principle of Coordination

viii) Principle of Definition

Q.4. What was contributing of Mooney & Reiley in Classical Theory? Explain briefly.

Ans.: Mooney & Reiley were the first in USA to formulate the classical theory in 1931, when their book 'onward industry' was published

Line & Staff : Mooney and Reiley suggested that the line management should be vested with authority to get things done. At the same time they recognized the role of staff in providing advice and information.

Q.5. What is the basic theme of the Human Relations School?

Ans.: The Human Relations Theory came into existence as a reaction to the Classical approach to organizational analysis.

These experiments were conducted by Elton Mayo and he concentrated on the study of workers behaviour and the production capacity, taking into consideration physiological, physical, economic, social and psychological aspects. He called this approach as "classical methods."

Q.6. Explain features of Human Relations Theory.

Ans.: Human relations theory of organization has three elements :

    a)   The Individual

    b)   Informal Organization

    c)   Participative Management

    a)   **The Individual :** The theory recognizes the importance of emotions and perceptions of individuals. The level of workers production and organizational output is determined by the human relations at work rather than the physical and economic conditions of work.

    b)   **Informal Organization :** The human relations theory emphasizes the informal organization. It plays a significant role in determining organizational efficiency.

    c)   **Participative Management :** The human relations theory advocates the style of participative management i.e. participation of workers in decision making with regard to their work conditions. The

Manager should consult the work groups and their informal leaders before introducing a change of programme.

Q.19   Critically evaluate the Human Relations Theory.

Ans.: The Human Relations Theory was criticized on the following grounds :

  (i)   The Hawthoral experiments lacked a scientific base as well as for selecting an unreliable small sample of 5 or 6 girls to generalize.

  (ii)   The critics say that the behaviour of workers during the experiments was not natural but was influenced by their feelings of importance, attention and publicity they received in the research setting.

  (iii) Loren Baritz criticized human relationists as pro-management and anti-union.

  (iv)   Human relationists tend to devote much attention to informal relations than to formal ones.

  (v)   They neglected the nature of work and instead focused on interpersonala relations. They were not being aware of economic dimensions.

  (vi)   Critics say that there was no place for tensions and conflicts in the philosophy of Mayo.

  (vii) The theory is criticized on the ground that it ignored the environmental factors of workers attitude and behaviour.

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Organisation

Q.1. Define the term Organization.

Ans.: The term 'organization' is derived from the word 'organicism' which means an organized body of interdependent parts doing, common activity.

Organisation is an essential element of administration. It facilitates the proper utilization of men, material and money for the accomplishment of the defined purpose. Hence, there can be no administration without organization.

Definitions of Organization :

Mooney, "Organization is the form of every human association for the attainment of a common purpose."

Simon, "By organization we mean a planned system of co-operative effort in which each participant has a recognized role to play and duties and tasks to perform."

Barnard, "Organization is a system of consciously coordinated activities of two or more persons."

Q.2. What are the basic characteristics of an Organisation?

Ans.: Characteristics of organization as given by Nicholas Henry :

1) They are purposeful, complex human collectivities.

2) They are characterized by secondary (or impersonal) relationships.

3) They have specialized and limited goals.

4) They have sustained co-operative activity.

5) They are integrated within a larger social system.

6) They provide services and products.

7) They are dependent upon exchanges with their environment.

According to **L. D. White**, "An organization has three basic elements, viz. persons, combined efforts and a common purpose."

Q.3. Define Formal Organization and state its characteristics.

Ans.: By formal organization is meant the organization as deliberately planned, designed and duly sanctioned by competent authority.

It is the organization as shown on the organization chart or as described in the manuals and rules.

A formal organization has following **characteristics :**

(1) It has a clearly defined structure of activities which is predetermined by the top management.

(2) Comparatively, a formal organization is stable.

(3) It grows and expands.

(4) The organization structure is based on the division of labour and specialization.

(5) The structure is based on the jobs to be performed and not according to individuals who are to perform jobs.

(6) The organization does not take into consideration emotional aspects.

(7) Organizational charts are usually drawn. All the positions from top to lower levels appear on the formal chart of the organization.

Q.4. **Define Informal Organizations and explain its characteristics.**

Ans.: Informal organization can be described as a 'shadow' organization. It grows within the formal organization. Therefore, there cannot be an informal organization without a formal organization.

The relations which are unofficial, informal and unauthorized and which inevitably develop among the members and groups working in an organization are infact an informal organization. An informal organization exists among members of every formal organization.

Informal organization is needed to satisfy social needs of its members, create feeling of identity, gives psychological support and creates a feeling of security.

Characteristics :

(i) A society evolves its own laws, beliefs and controls regarding what is desirable and undesirable. This is what an informal organization also does.

(ii) The leadership in it is informal.

(iii) There is stratification within an informal organization.

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CHAPTER-7

Hierarchy

Q.1. Define Hierarchy. What are its advantages and disadvantages?

Ans.: The term 'Hierarchy' is derived from the Greek term for a ruling body of priests organized into ranks.

Literally, 'hierarchy' means the control of the higher over the lower. In administrative phraseology, it means an organization structured in a pyramidical fashion with successive steps interlinked with each other from top to bottom.

Fayol referred to it as the 'scalar chain' while Mooney and Reiley called it the 'scalar process'. The word 'scalar' is derived from 'scale' which means 'ladder' with several steps.

Definition :

L. D. White, "Hierarchy consists of the universal application of the superior-subordinate relationship through a number of levels reacting from top to bottom of the structure."

Advantages of Hierarchy :

(i)   It serves an instrument of integration and coherence in the organization.

(ii)   It acts as a channel of communication.

(iii)   Enables to fix responsibility at each level.

(iv)   It acts as a channel of communication.

(v)   It prevents congestion of work at the top level.

(vi)   It facilitates decentralization of decision-making.

(vii)   It facilitates delegation of authority.

(viii) It simplifies procedures for file movement.

(ix)   It promotes discipline and order in the organization.

Disadvantages of Hierarchy :

(i)   It causes delay word due to red tapism.

(ii)   It discourages the initiative and drive of the lower level personnel resulting in indecisiveness and inefficiency.

(iii)   It is not conductive for the growth of dynamic human relations among members of the organization.

(iv)   It makes organization over extended, consequently the personnel at the top loose touch with lower levels.

(v)   It creates superior-subordinate relationship due to differences at various levels in the following aspects :

- Distribution of authority and privileges.

- Nature of responsibilities.

- Pay scales.

- Qualifications and qualities of the staff.

Q.2.   Explain Fayol's Gangplank.

Ans.: To speed up the flow of business and avoid delay in disposal of cases, Henry Fayol suggested an alternative route called 'gangplank', as illustrated in the following way.

Fayol,s Scalar Chain
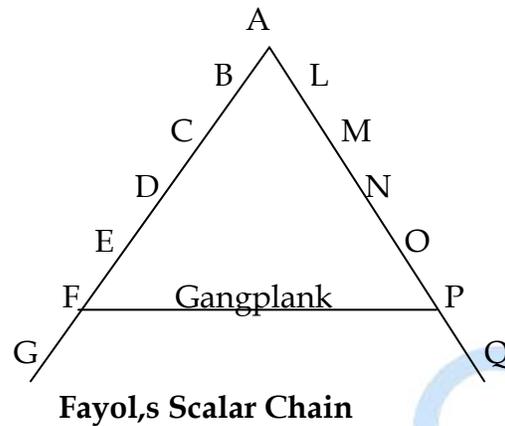
Following the line of authority (scalar chain), F to communicate with P, has to go through E-D-C-B-A-L-M-N-O and back again. On the other hand, it is much simpler and quicker to go directly from F to P by making use of FP as a 'gang-plank', if the procedure is agreeable to higher officials, that is, E and O. Thus, the concept of Ganglank stands for establishing a communication channel with an employee of the same level, i.e. horizontal communication system.

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Unity of Command

Q.1. **Give arguments for and against Unity of Command.**

Ans.: Unity of command means that an employee should receive orders from one immediate superior only. In other words, it means that no employee should be subjected to the orders of more than one superior. Thus, it stands for single boss for each person or mono-command.

Arguments For : The observance of the concept of unity of command is essential to avoid confusion and manipulation in organizations. Duality or multiplicity of command keeps an employee under confusion and conflicting situation for instance 'whom' to follow and 'what to follow'. Further a subordinate can also evade orders by playing off one superior against another, which undermines organizational purpose.

Henry Fayol is the most important advocate of the principle of unity of command. According to Fayol, the following factors result in dual command.

(a)   Dividing up authority between two members.

(b)   Imperfect demarcation of departments.

(c)   Constant linking up, as between departments, functions and duties often badly defined. Gullick and Urwick also support this principle.

Arguments Against : The old concept of one single boss for each person is seldom found in fact in complex governmental situation. Many inter relationships exist outside the straight line of command which require working with, and reporting to many persons for purposes of orderly and

effective performance. The administrator in government has many bosses and he can neglect none of them.

From one he may receive policy orders from another, personnel from third, budget, forth, supplies and equipments.

J.D. Millett, advocates the theory of 'Dual Supervision'.

According to Simon, the principle of unity of command conflicts with principle of specialization.

F.W.Taylor advocated the concept of 'functional foremanship' under which a worker receives orders from eight supervisors.

Q.2. **What are the factors affecting unity of command?**

Ans.: Two factors which are result of growing size and complexity of modern organization :

(i)   Adoption of plural headed bodies like 'boards' and 'commissions' as the heads of administrative agencies as against 'bureaus' (headed by a single individual).

(ii)   Increasing number and growing influence and power of staff and auxiliary agencies which are manned by specialists.

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Span of Control

Q.1.   What is Span of Control?

Ans.: The principle of span of control means the number of sub ordinates or the units of work that an officer can effectively direct, control and supervise. It is also known as 'span of supervision' or 'span of management'.

According to Dimock and Dimock, "The span of control is the number and range of direct, habitual communication contacts between the Chief Executive of an enterprise and his principal fellow officers."

Q.2.   What are the factors that determine Span of Control?

Ans.: The exact length of span of control depends on the following four factors :

    (i)   Function

    (ii)   Time

    (iii)   Space

    (iv)   Personality

    (i)   **Function :** It refers to the type/nature of work to be supervised. The span of control is more when the work to be supervised is of easy, routine, mechanical character than when the work is of difficult, non-routine, intellectual character.

    (ii)   **Time :** It refers to the age of organization concerned. The span of control is more in old organizations than in newer organizations,

because in older organizations, things get stabilized while newer organizations will have few precedents.

(iii) Space : It refers to the place of work to be supervised. The span of control is more when the supervisor and the subordinates to be supervised are under the same roof, than when the subordinates work in different rooms or at a distance from the supervisor.

(iv) Personality : It refers to the competence of the supervisor and the supervised. The span of control is more when the supervisor is intelligent, energetic and tactful than when he is weak, dull and incompetent.

Q.3. What are the views on the limit of Span of Control and what is the relationship between Span of Control and Hierarchy?

Ans.: Opinions of various writers differ on the exact limit of span of control –

- Sir Ian Hamilton felt that a supervisor could supervise 3 to 4 subordinates.

- V.A. Gaicunos found that 4 to 5 can be supervised directly.

- Lyndall Urwick believes that a supervisor directly can supervise 5 to 6 sub ordinates at higher levels, and 8 to 12 at lower levels.

- Lord Holdone and Graham Wallas felt that 10 to 12 could be supervised.

Though there exists no unanimity over laying down a definite number constituting the span of control, there is a general agreement that shorter the span, the greater will be the superior-subordinate contact and in consequence more effective control, supervision and direction.

Q.4. Explain V.A. views on Span of control.

Ans.: According to V.A. Graiemas, while the number of subordinates reporting directly to an executive increases arithmetically, the number of potential relationships increases geometrically. This is because supervision is not

limited to individual subordinates, but also includes numerous permutations and combinations of their mutual relationships.

Q.5. **What is the relationship between Span of Control and Hierarchy?**

Ans.: There is a close relationship between hierarchy & span of control. That is, the number of levels in a hierarchical organization depends upon the span of control of a superior officer. Narrow span of control increases the number of levels in the organization and thereby creates tall structure. On the other hand, wider span of control decreases their number and thereby results in a flat structure.

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Coordination

Q.1. Define Coordination. Why is Coordination necessary?

Ans.: Meaning : Co-ordination is an essential part of administration. It has both positive and negative connotations. Positively, it means bringing about co-operation and team work among the persons and units of an organization. Negatively, it means removing conflicts, inconsistencies, friction, overlapping and working at cross purposes among persons or units of an organization.

According to **Mooney**, "co-ordination is the first principle of organisation and includes within itself all other principles which are sub-ordinate to it and through which it operates".

According to **Charlesworth**, "Co-ordination is the integration of several parts into an orderly whole to achieve the purpose of the undertaking."

According to **Terry**, "Co-ordination is synchronization of efforts while co-operation is the collective action of one person with another or towards a common goal."

Need for Coordination :

(i)   To avoid conflicts and duplication of work.

(ii)   To curtail the tendency among employees to attach too much significance to their own work and deemphasize others work.

(iii) To prevent tendency of 'empire building'.

(iv) To meet the requirements of growing number of organizational units.

Q.2. Explain different types of Coordination.

Ans.: Coordination is classified as :

(i) **Internal and External :** Internal coordination deals with coordinating the individual activities of persons working in an organization. External coordination deals with coordinating the activities of various organizational units.

(ii) **Horizontal and Perpendicular :** Horizontal coordination deals with coordination between one section and another, one branch and another, and so on at the same level whereas a perpendicular coordination deals with the coordination between an officer and his employee, a branch and a division and a division and a department.

(iii) **Procedural and Substantive :** This typology is given by Herbert Simon. Procedural coordination is exempted by the structure of the organization itself that defines the pattern of formal relations among its members. The substantive coordination on the other hand is concerned with content of the activities of the organisation.

Q.3. What are the techniques of Coordination and also its limitations?

Ans.: Following are the techniques or means of coordination :

(i) Planning.

(ii) Institutional devices like inter-departmental meetings, conferences, committees and so on.

(iii) Standardization of procedures and methods like forms, manuals, regulations.

(iv)   Verbal and written communication.

(v)   Inculcation of institutional spirit among the employees.

(vi)   In addition to above formal means, there are various informal means like personal contacts, dinner etc.

According to Gullick, following factors limit the achievement of coordination :

(i)   Uncertainty of the future behaviour of individuals and of groups.

(ii)   Lack of knowledge, experience, wisdom and character among leaders and their confused and conflicting ideas and objectives.

(iii)   Lack of administrative skills and techniques.

(iv)   Incompleteness of human knowledge, particularly related to men and life.

(v)   Lack of proper methods for developing, considering perfecting and adopting new ideas and programmes.

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Centralization & Decentralization

Q.1. **What is Centralization? Explain its merits and demerits.**

Ans.: Meaning : Centralization means concentration of authority at the top level of the administrative system.

In a centralized system of administration, the lower levels (called field offices) cannot act on their own initiative. They have to refer most of their problems to the higher level (headquarters) for decision making. They act as only implementing agencies.

Definition :

L. D. White, "The process of transfer of administrative authority from a lower to a higher level of government is called centralisation."

Henry Fayol, "Everything that goes to increase the importance of the sub-ordinates role is decentralization, everything which goes to decrease it is centralization."

Merits of Centralization :

(i) It provides for maximum control over the entire organization.

(ii) It ensures that all the work is performed in the same manner and in accordance with the same general policies and principles.

(iii) Secures economy by avoiding duplication of work.

(iv) Facilitates the introduction of dynamism in the organization through the active role of personal leadership.

(v)   It is suitable for dealing with emergencies and unanticipated matters.

(vi)   It enables the maximum utilization of the human and material resources in the organization and thus develops a corporate personality.

Demerits of Centralization :

(i)   It leads to delay in securing action as the field officials have to refer the matter to the higher authorities.

(ii)   It makes the head office overburdened due to "apoplexy at the top and anemia at the extremities."

(iii)   It leads to autocratic control over subordinates and thus results in lack of flexibility in administration.

(iv)   It makes administration irresponsible as the head office acts without the knowledge of local conditions and requirements.

(v)   It does not facilitate peoples' participation.

(vi)   It does not allow the development of second line of executives.

(vi)   It is not conducive for the expansion of the organization.

Q.2.   What is Decentralization? What are its merits and demerits?

Ans.: Decentralization means dispersal of authority among the lower levels of the administrative system. In a decentralized system of administration, the field offices can act on their own initiative in specified matters. They are given authority to take decisions without reference to the headquarters. Thus, the essence of decentralization is the resting of decision making power in the field offices.

Merits of Decentralization :

(i)   It increases administrative efficiency by reducing delays, curbing red-tapism and encouraging faster action.

(ii)   It reduces workload of the head office.

(iii) It develops resourcefulness and self-respect among the sub-ordinates by making them to take decisions with a sense of responsibility.

(iv) It makes administration more responsive.

(v) Facilitates people's participation and strengthens democracy at the grass-root level.

(vi) Allows development of second line executives.

(vii) Encourages the expansion of the organization.

(viii) Facilitates the adaptation of national polices and programmes to the varying conditions of different regions.

(ix) It alleviates the problem of communication overload in the organization by reducing paper work at both higher end lower levels.

(x) Encourages competition.

(xi) It makes possible the experimentation in decision making.

Demerits of Decentralization :

(i) It complicates word motion and integration of the activities of various units due to decrease in the degree of central control over the total organization.

(ii) It makes communication among various levels difficult and thereby reduces its effectiveness and authencity.

(iii) Makes administration expensive due to duplication of work.

(iv) Not suitable for dealing with emergency matters.

(v) It encourages divisive forces, thus threatens the organizational integration.

(vi) It weakens the national perspective by breeding localism and parochialism.

(vii) Increases corruption, nepotism and so on.

Q.3.   Suggest safeguards for effective Decentralization.

Ans.: Following are the safeguards to make decent decentralization effective :

(i)   Field offices should report to one central agency only.

(ii)   Jurisdictional lines should be meticulously drawn.

(iii)   Procedures in several field offices should be of a common standard.

(iv)   Field office should have a sufficient flexible physical and psychological structure to permit it to adjust to the emergent local conditions.

(v)   Field office should not make decisions affecting overall policy.

(vi)   A system of ready appeals should be present.

(vii)   Suggestions from the field to the centre should be freely channeled.

(viii) Adequate reporting and inspection methods should be provided.

Q.4.   What are the factors governing Centralization and Decentralization?

Ans.: There are four factors which govern centralization and decentralization. These are :

(a)   Factor of Responsibility

(b)   Administrative Factors

(c)   Functional Factors

(d)   External Factors

(a)   **Factor of Responsibility :** Since the Central agency is held responsible for everything in the organisation, it does not easily delegate wide discretionary authority to the field offices and prefers to direct and control all their operations. Thus the factor of responsibility acts as a deterrent to decentralization and favours centralization.

(b)   **Administrative Factors :** The administrative factors influencing centralization or decentralization are several. One of these is the age of the agency. It is easier to decentralize in an old agency where

procedures and precedents have already crystallized than in a newer one where constant reference to higher level is necessary. Stability of organizational policies and methods facilitates decentralization while frequent changes in them favours centralization.

(c) **External Factors :** These include demand for people's participation in the administration of development programmes, the pressure of political parties and interest groups, the need to strengthen grassroots democracy and the demand for "planning from below". All these factors favour decentralized system and work against the centralizing tendencies in administration.

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Authority

Q.1. **Write a short note on Authority.**

Ans.: Authority is a constant and recognized phenomenon of considerable significance in an organisation. Organisation cannot survive without authority and each organisation has its own structure of authority.

According to **Fayol**, "Authority is the right to command and it is a prerogative of a manager."

A manager without authority can be compared to a doctor without stethoscope. Authority is vital, it avoids uncertainty and disorder in the organisation. An unorganized group hierarchy gets effectively transformed into an orderly one through the exercise of authority by the Manager and it is probably the most important method of obtaining compliance. Authority is the power or right to enforce obedience.

According to Allen, "Authority is the sum of the powers and rights inter-related to make possible the performance of the work delegated.

There are three sources of authority in public administration :

(a) Law

(b) Tradition

(c) Delegation

Q.2. Explain theories of Authority.

Ans.: There are two theories of authority :

(a) Positional Theory – Supported by the classical thinkers.

(b) Acceptance Theory – Advocated by the behaviouralist.

(a) **Positional Theory of Authority :** Max Weber and Fayol view authority as an attribute of a position in the organisation and not of an individual member. In other words, authority lies in the formal position and whoever occupies it, shall exercise authority and issue orders and commands. It is the duty of subordinates to obey those orders and commands.

(b) **Acceptance Theory of Authority :** It was advocated by Barnard (A behaviouralist). According to this theory, the basis of legitimacy of the superiors authority is the acceptance landed by the subordinate. A superior can exercise authority only when it is accepted by the subordinate.

According to Barnard, a subordinate will accept a communication as authoritative only when – (i) he understands the communication (ii) It is not inconsistent with the purpose of organisation (iii) It is compatible with his personal interest as a whole. (iv) He is able mentally and physically to comply with it.

Simon also supported this theory.

Q.3. Explain the concept of 'Zone of Indifference'.

Ans.: This term is coined by Chester Barnard. He says that orders will be accepted by the subordinates so long as they fall within this zone. Hence, the executives should issue only those orders which fall within this zone. The extent of the zone of indifference is determined by the contribution – satisfaction equilibrium.

Simon presented the 'zone of acceptance'. He said that when the superior exercises authority belong this zone of acceptance, the subordinate disobeys it

Q.4.   In short, explain types of Authority.

Ans.: Authority can be classified into the following three types :

(i)   **Line Authority :** which is concerned with the achievement of organizational goals.

(ii)   **Staff Authority :** Which is concerned with advising the line in accomplishing the goals of organisation.

(iii) **Functional Authority :** Which lies in the job to be performed.

Q.5.   How are Authority and Responsibility inter-related?

Ans.: The word authority and responsibility are so often used together and individual is given responsibility to achieve certain objective and he is also given authority in the right amount to achiever those objectives.

Responsibility is the task to be done while authority is the tool needed to perform the task. Authority should be carefully tailored to fit the responsibility in word, failure to comply with this will result in maladministration and frustration of the people charged with the responsibility.

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Chief Executive

Q.1. **What do you mean by a Chief Executive?**

Ans.: By Chief Executive we mean the person or the body of persons at the head of the administrative system of a country. The administrative hierarchy of a country resembles a pyramid, broad at the base and tapering towards the top till it ends at a single point, the apex. The chief Executive is the apex of the administrative pyramid.

In India, the President is the Chief Executive of the Union, and the Governors of the states. In Britain, the Monarch is the Chief Executive, in the USA, the President, and in Switzerland, the Federal Council.

Q.2. **What are the types of the Chief Executive?**

Ans.: Two types of Chief Executive can be studied under the following :

(i)   The Titular Chief Executive

(ii)   Real Chief Executive

In the countries where all executive power is vested in the King or the President who however can exercise his powers only on the advice of the ministers and not independently is the Titular Chief Executive. The legal powers of the titular executive pass, for all purposes, into the hands of the cabinet or the ministry which thus becomes the real Chief executive.

In England, the queen and in India the President of the Republic are titular or nominal chief of this type and in both countries, the real

executive is the cabinet headed by the Prime Minister. It is the same with the governors in the states of India.

But it would be a mistake to regard them as mere ciphers, for, from the very nature of things, a residue of discretionary power are given to enable them to act in times of political crises or dead-locks, but normally their functions are ceremonial and advisory rather than executive.

In countries like the USA where the presidential form of government prevails, the position is different. They have no titular or nominal executive, and the powers legally vested in him are exercised by him personally and independently. He is under no legal obligation to act on the advice of anyone else.

Q.3.   Give a detailed account on the functions and powers of the Chief Executive.

Ans.: Functions and powers of Chief executive can be studied under following heads:

(1)   **The dual** Role of the Chief Executive : The chief executive has a dual role to perform. He is the political leader as well as the administrative head. His functions are, therefore, both political and administrative.

The Chief executive first must ensure and produce the necessary amount of political support and power to enable his administration to move, and secondly he must direct it into the right channels for the attainment of the objects in view.

(2)   **Political Function of the Chief Executive :** Political management is the first function of the Chief Executive. The Chief executive leads by putting forth before the legislature and the people, the policies and the progammes which in his opinion would best serve the nation and by obtaining the necessary support for them by all the resources at his disposal – his character, social contacts, publicity, etc. He must constantly keep his fingers on the pulse of the legislature and the country to watch its trend, react quickly to every unfavorable system, and take the necessary steps to counteract it.

(3) **Administrative Function of the Chief Executive :** The first and the foremost administrative function is the formulation of the administrative policy. Secondly, planning i.e. preparation of any action whatever. Thirdly, the Chief Executive has to sanction and authorize the details of the organization through which his plans are to be carried out and administration is to function. Fourthly, he has the power to appoint and remove the personnel. Fifth, to direct administration through rules, regulations or orders of specific application. Sixthly, he is responsible for the supervision and control of the entire administration. Seventhly, he has the power to order investigations and enquiries whenever necessary, either to collect information or to remove complaints. Eighthly, secure co-ordination and finally the chief executive has to manage the public relations of his organizations.

Q.4. **What are the qualities needed for a successful Executive?**

Ans.: The first requisite for a successful Chief executive is strength and balance of personality. Strength implies intelligence, firmness of purpose, continuous interest in the work and energy and balance is the quality that induces people to repose trust in you and your judgment.

A second requisite is the quality of leadership. This quality enables to find solution of problems in hand, and to lay down the objectives and goals to which people are to be led.

Finally, there must be administrative ability in the successful executive. The essence of this quality is to get things done well and economically by others. The good administrator is a person endowed with the capacity to plan big projects, to create the necessary organization for it to keep that organization working smoothly and efficiently and to achieve the objective within the limits of funds, materials, personnel and the time allotted for the purpose.

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Line and Staff Agencies

Q.1. **Give a distinction between Line and Staff Agencies.**

Ans.: The concept of line land staff, developed first in military organisation. It was borrowed from there and applied to civil organisation and administration. The distinction between these units lies in the nature of work done by them.

The line agencies directly work for the achievement of the organizational purpose and the staff agencies advise and assist the line agencies in their activities. The staff agencies do not exercise authority or command, but only assist and counsel.

Q.2. **Write a note on 'Line Agencies'.**

Ans.: The line comprises the central element of any administrative system. The line agencies are executive in nature and work under the direct control, direction and supervision of the Chief executive.

There are four types of line agencies in public administration :

(a) Government Departments

(b) Public Corporations

(c) Government companies

(d) Independent Regulatory Commissions (IRC)

The first three are found in all the countries of the world while the last one (i.e. IRC) is a special feature of the administrative system of USA.

Characteristic Features :

(i)   They directly carry out the function of accomplishing the substantive objectives of the organisation.

(ii)   They are given authority to make decisions and issue orders and directives.

(iii)   They directly come in contact with the people and provide them various services, regulate conduct and collect taxes.

According to L.D.White, major functions of the line agencies include -

(i)   Making decisions.

(ii)   Taking responsibility.

(iii)   Interpreting and defending policy and operations.

(iv)   Maintaining production and seeking efficiency and economy.

Q.3.   What are the characteristic features of Staff Agencies and name the important Staff Agencies of the Government of India.

Ans.: The staff agencies perform secondary or supportive functions, i.e. assist the line in the accomplishment of organizational purpose.

Staff agencies do not have the authority to make decisions and issue orders and directives. Their role is advisory in nature and they exercise some influence rather than authority.

They do not come in contact with people directly. They function anonymously.

According to **Mooney**, "The staff is an expansion of the personality of the executive. It means more eyes, more ears, and more hands to aid him in forming and carrying out his plans."

The important staff agencies of the Govt. of India are :

1)   Cabinet Secretariat

2)   Prime Minister's Office (PMO)

3)   Cabinet Committees

4)   Planning Commission

5)   Department of Economic Affairs (Finance Ministry)

6) Administrative Vigilance Division (Personnel Ministry)

7) Staff Inspection Unit (Finance Ministry)

Q.4. What are the reasons of conflict between Line and Staff Agencies? What measures should be taken to reduce the conflict?

Ans.: Though line and staff units are indispensable in all government organisations and are meant to complement each other, the relationship between them is not always cordial and happy.

The reasons for such conflicting situation are as follows :

1) The staff agency being close to the chief executive tend to using the authority of line agency.

2) The differences between line and staff in terms of age, status, outlook, experience and technical competence.

3) The staff people usually adopt 'ivory tower' approach, that is they suggest unrealistic plans and ideas to the line people who are more practical in their approach, leading to misunderstanding and tension between the two/

4) The tendency of line officials to disown responsibility.

5) The staff officials tend to discover the deficiencies in the work and procedures of line authorities.

Measures to Reduce Conflicts :

(i) The Chief Executive should clearly specify the nature of responsibilities of line and staff people. This enables him to hold them responsible for their mistakes.

(ii) The opportunities to exchange roles should be created i.e. there should be periodic transfer between the line and staff.

(iii) Both should be encouraged to get better acquainted with each other as well as with their mutual roles.

(iv) The line people should be given training in staff work and vice versa. This enables them to know the proper aspects and dimensions of their duties and responsibilities.

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Supervision

Q.1. Define the term 'Supervision'.

Ans.: Supervision is a compound of two terms 'super' and 'vision' which means 'overseeing'. Thus supervision means overseeing the work of subordinates by their superiors.

Supervision involves various activities, viz. superintendence, direction, control, guidance, inspection and coordination. Educative and consultative aspects are also part of it. Thus a supervisor's role is similar to that of a leader's role.

The principle of supervision is inherent in the hierarchical structure of the organization, under which each employee, at all levels is subject to the supervision of his immediate superior.

According to **Henry Reining**," Supervision is the direction accompanied by authority, of the work of others."

According to **Terry** and **Franklin**, "Supervision means guiding and directing efforts of employees and other resources to accomplish stated work outputs."

Q.2. What are the duties of a Supervisor?

Ans.: Duties of a supervisor can be understood under following points :

(a)   Understanding the duties and responsibilities of his own position.

(b)   Planning the execution of work.

(c)   Dividing work among subordinates and improving work method and procedures.

(d)   Training and evaluating the performance of the employees.

(e)   Keeping subordinates informed about policies and dealing with suggestions and complaints of the subordinates.

Q.3.   What are the types of Supervision?

Ans.: Types of Supervision :

Single and Plural : When a member of an organization is supervised by only one supervisor, it is known as single supervision land when supervised by various supervisors, it is known as plural or multiple supervision. The former is based on the principle of unity of command advocated by Henry Fayol, while the latter is based on the principle of functional foremanship by F.W. Taylor.

Line and Functional : The line supervision means te control exercised by the people in the line of command. It is direct and commanding in nature and involves authoritative direction. The functional supervision on the other hand means the control exercised by the subject-matter specialists like O & M persons, auditors. It being a staff function, influences rather than commands. Thus, it is advisory in nature.

Substantive and Technical : Millett classified super supervision into substantive, supervision and technical supervision. The former deals with the actual work done by an agency, while the latter concerns with the methods by which the work is done.

Q.4.   What are the techniques of Supervision?

Ans.: Following are the six techniques of supervision given by J.D./ Millett :

1)   **Prior Approval of Individual Projects :** This system of prior approval enables the superior authority to obtain detailed information about the intentions of the operating unit to exercise detailed control over its operations.

2) **Promulgation of Service Standards :** The superior authority prescribes certain standards or targets for the subordinate agencies to accomplish. Such service standards are necessary in order to ensure that work is done promptly and properly.

3) **Budgetary Limitation on the Operations :** By this limit, the operating units are not free to spend money as and when they desire. The work budget allotment is a method of delegating authority and encouraging local initiative while still retaining a central control over the magnitude of operations of the operating units.

4) **Approval of Subordinate Personnel :** The higher authority exercise control over the sub-ordinate units by provi8ding approval of certain key appointments made by them.

5) **Reporting System :** The superior authority supervises the activities of operating units by asking them to submit periodic or special reports about their activities so that he can evaluate the performance of operating units on the basis of such reports.

6) **Inspection of Results :** This is the oldest technique of supervision and has been an integral part of public administration.

Q.5. What are the general qualities of a Supervisor?

Ans.: Pififfner has given following eight qualities of a good supervisor :

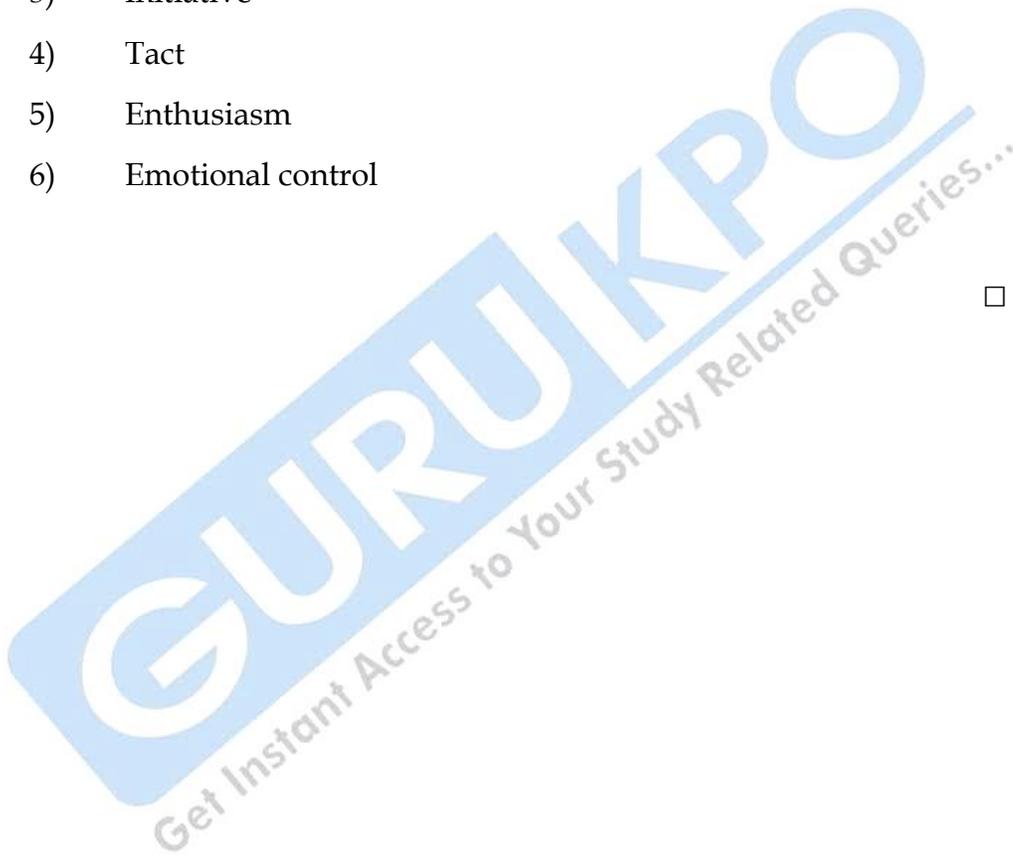1) Command of job content

2) Personal qualification

3) Teaching ability

4) General outlook

5) Courage and attitude

6) Ethical and moral considerations

7)   Administrative technology

8)   Curiosity and intellectual ability.

G.D. Halsay has given six qualities :

1)   Thoroughness

2)   Fairness

3)   Initiative

4)   Tact

5)   Enthusiasm

6)   Emotional control

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Delegation

Q.1. Define the principle of Delegation.

Ans.: The scalar principle is the principle of integration and binds the various levels and units of the organization with a continuous chain of authority. The essence of scalar principle is delegation of authority.

In a scalar organization, all authority legally belongs, usually, to the head of the organization. The subordinates usually have no direct authority from the law. In practice, however, sufficient authority has to be given to every employee to enable him to do his job. This is done through delegation.

Delegation may be conditional or unconditional. Conditional delegation is subject to the superiors right to confirm and revise the action by the subordinate while unconditional delegation is free from reservation.

Delegation may be formal and informal according as it is embodied in some written rule, by law or order or note. Much of the delegation of work found in the departments and organizations is informal. It is based on custom, or understanding and though well understood by all concerned, it is not formally recorded.

According to the direction in which a delegation takes place, a distinction may be made between delegation downward, upward and outward. Delegation downward by a superior to a subordinate, upward means delegation delegates authority over himself to a representative e.g. electorate to a President to rule over it. Delegation outward means delegation to some outside organization.

Finally, delegation may be direct and intermediate. Delegation is direct when no third person is involved and it is intermediate (indirect) when it is made through a third person.

As regards the measure of delegation, it is very wide to the first line subordinates and gets narrower and narrower as we descend down the hierarchy till it reaches the vanishing point at the level of the lowest official to whom only the power to do single tasks or series of tasks is delegated.

Q.2.   What are the advantages of Delegation?

Ans.: Delegation is necessary in any organization. It reduces burden on the superior. It avoids delay in administrative process. It enables proper adjustments of policy and programme to local conditions. It trains the subordinates in the art of sharing responsibility and making decisions. To develop second line of leadership is necessary. It overcomes complexity in procedures by delegating to specialists. It increases the sense of responsibility and interest in the employees. It overcomes congestion of work at top level.

Q.3.   What are the limits of Delegation?

Ans.: No chief or superior officer can be allowed to delegate all his authority, for, that would reduce him to zero and render him superfluous. So, there are certain well recognized limits to delegation. These vary from case to case, but usually the following powers are not delegated :

(a)   The supervision of the work of the first line or immediate subordinates.

(b)   General financial supervision and the power to sanction expenditure above a specified amount.

(c)   Power to sanction new policies.

(d)   Rule making power

(e)   Making of the specified higher appointments.

(f)   The power to hear appeals against the immediate subordinates decisions.

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Leadership

Q.1. Define Leadership.

Ans.: Leadership is the interpersonal influence exercised in a situation and directed through the communication process, towards attainment of specialized goal. It can be explained through following definitions –

Terry, "Leadership is the activity of influencing people to strive willingly for mutual objectives."

Seklor Hudson, "Leadership in large organizations may be defined as influencing and energizing people to work together in a common effort to achieve the purposes of the enterprise."

Chester Barnard, "Leadership refers to the quality of the behaviour of individuals, whereby they guide people in their activities in an organized effort."

Mooney, "Leadership is the form that authority assumes when it enters into process."

Q.2. Explain styles of Leadership.

Ans.: The behaviour exhibited by a leader during supervision of subordinates is known as leadership style. There are three basic styles of leadership i.e.

    (a) Autocratic   (b) Democratic   (c) Laissez Faire

    (a)   **Autocratic Style :** This is also known as authoritarian or directive style of leadership. In this the entire authority is concentrated in the

hand of the leader. He decides all policies, gives orders and demands complete obedience from them. He withholds rewards or gives punishment.

L = Leader
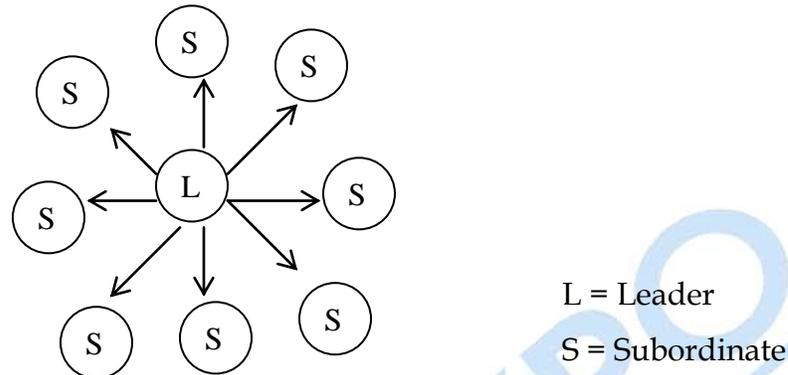
S = Subordinate

(b)   **Democratic Style :** Also known as participative style of leadership, in this, the leader allows the subordinates to participate in the decision making process. All policy & decisions are arrived through group discussions. The communication flows freely and is multidirectional. This style became popular during the era of human relations approach.

L = Leader
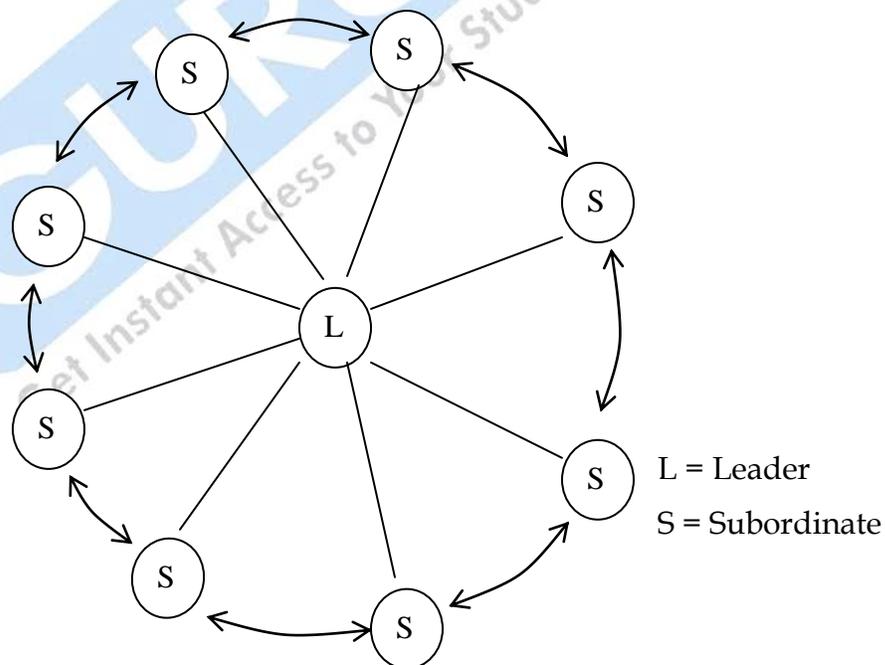
S = Subordinate

(c) **Lassez Faire Style :** It is also known as free reign style of leadership. In this style, the leader gives complete independence to the subordinates. He allows them to set their own goals and achieve them. Leader's participation is minimum and his only job is to supply various materials and information asked by the subordinates.

L = Leader
S = Subordinate
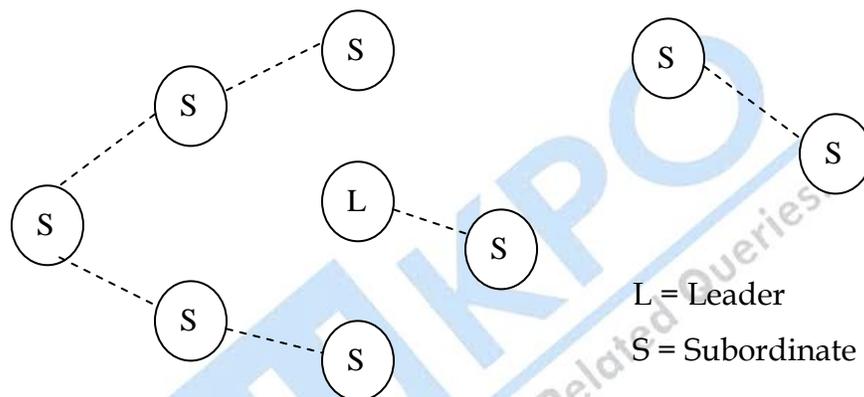
Q.3. What are the basic characteristics of Leadership?

Ans.: Leadership exhibits certain **characteristics :**

First and foremost is that, successful leaders are those who are able to influence the behaviour, opinions and beliefs of others.

Second, he should be capable of persuading his employees to subordinate their individual interests to the goals of their organization, so that there is no conflict between them.

Third, a successful leader is one who gives recognition to the work of his subordinates, makes them feel that their work is important for the organization.

Fourth, the leadership has to adjust itself according to the circumstances.

Fifth, clarity and focus are essential requirements of a good leadership.

Q.4. **Explain the importance of Leadership. Also state the functions of Leadership in an Administrative Organization.**

Ans.: Leadership is a dynamic process. The leader follower relationship is reciprocal and effective leadership is a two way process which influences both individual and organizational performance.

Good Management leadership helps to develop teamwork and the integration of individual and group goals. It aids motivation by emphasizing the importance of the work that people do.

Every organization works in a changing environment. It has to adjust to these changes. Effective change over requires leadership "because there exists no built in stabilizing devices in organizations for coping with altered requirements."

Every organization is subject to internal strains, imbalances, conflicts and adjustments; this requires leadership to respond to such challenges and smooth adjustments.

Leadership is of paramount importance in the achievement of organizational goals.

Functions of Leadership :

1) Determination of goals and policies.

2) Systematic division of organizational activities among employees.

3) Giving psychological satisfaction to workers by his exemplary leadership.

4) Coordinating organizational activities of groups and subgroups and reconciling the interests of individuals with those of the organization.

5) Inspiring and motivating employees and facilitating adjustment of organization to its changed environment.

Q.5. **What is the difference between a Leader and a Manager?**

Ans.: It is essential that a person to be an effective manager must also be an effective leader. But it may not best always. A person may be a strong and effective leader but may be a poor manager because he is weak in

planning, staffing and other managerial functions. A manager can be a weak leader and still be acceptable as manager. Ideally all administrators should be leaders. However, not all leaders necessarily have capabilities in other administrative functions and hence not all should hold administrative positions. Zalezrik explains the following differences between management and leadership :

(a) Managers tend to adopt impersonal or passive attitudes towards goals. Leaders adopt a more personal and active attitude towards goals.

(b) In order to get people to accept solutions, the manager needs continually to coordinate and balance in order to compromise conflicting values. The leader creates excitement in work and develops choices that give substances to images that excite people.

(c) In their relationship with other people, managers maintain a low level of emotional involvements. Leaders have empathy with other people and give attention to what events and actions mean.

(d) Managers see themselves more as conservators and regulators, leaders work in, but do not belong to the organization.

(e) Management may be viewed more in terms of planning, organizing, directing and controlling the activities of subordinate staff. Leadership, however, is concerned more with attention to communicating with, motivating, encouraging and involving people.

Q.6. Explain the theories of Leadership briefly.

Ans.: There are various theories of leadership, viz. -

1) **Trait Theory :** This theory states that a person becomes a leader because of the traits possessed by him. It is concerned with identifying the personality traits of leaders.

The trait theory in the beginning assured that leaders areborn and are not made. This came to be popularly known as 'greatman theory of leadership'.

Advocates of this theory are Chester Barnard, Ordway Tead, Millett, Terry, Appleby and Schell.

2) **Situational Theory :** This theory believes that the leadership is influenced by situational variables and this differs from situation to situation. It views leadership in terms of a dynamic interaction between a number of situational variables like the leader, the followers, the task situation and so on. Thus leadership, according to this theory, is multi-dimensional.

3) **Path-Goal Leadership Theory :** This theory is based on the expectancy theory of motivation. It said that the effectiveness of leadership styles (Directive, supportive, participative and achievement-oriented) is contingent upon two factors.

   (i)   Characteristics of subordinates.

   (ii)   Environmental pressures.

   This theory was given by Martin Evens and Robert House.

(4)   Life cycle approach to leadership:- This model focuses on the level of .maturity. of the followers as a contingency variable affecting the styles of leadership.

   This theory given by Paul Hersey and Keneth Blanchard.

Q.7.   What should be the qualities of a good Leader?

Ans.: The leadership qualities given by various thinkers is given below :

Chester Barnard – He says that a leader should have the following fair qualities (in order of importance).

(i)   Vitality & endurance

(ii)   Decisiveness

(iii)   Persuasiveness

(iv)   Responsibility and intellectual capacity.

(v) Barnard kept intellectualism as the fourth leadership quality in the order of importance because he believes that it hinders responsibility and Decisiveness in the leader.

Millet – According to him, leadership qualities includes –

(i) Good health (ii) A sense of mission (iii) interest in other people (iv) Intelligence (v) Integrity (vi) Pursuasiveness (vii) Judgement (viii) Loyality

Terry – According to him leadership qualities are –

(i) Energy (ii) Emotional stability (iii) Knowledge of human relations (iv) Personal motivation (v) Communicative skills (vi) Teaching ability (vii) Social skill (viii) Technical competence.

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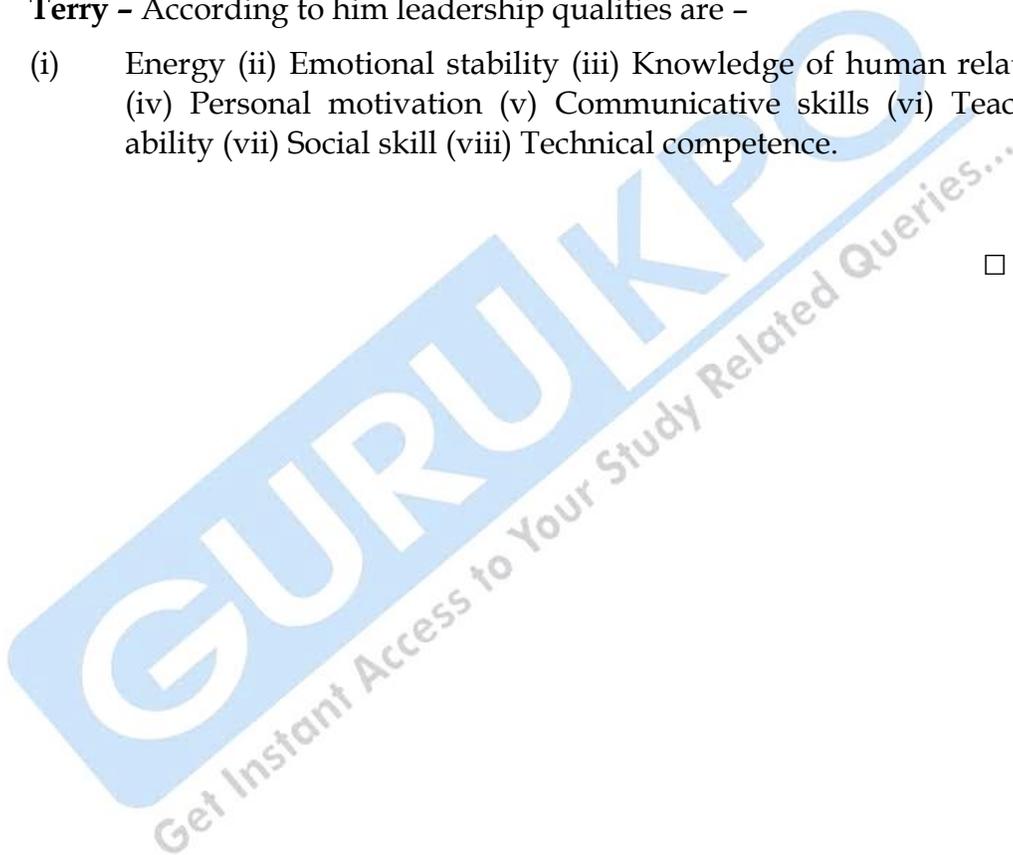
Communication

Q.1. Define Communication.

Ans.: The word 'communication' is derived from the Latin word 'Communis' which means common. Hence communication means sharing of ideas in common.

Communication is the process of passing information and understanding from one person to another.

It is the exchange of ideas, facts, opinions or emotions by two or more persons.

Q.2. Explain the process of Communication by Claude Shannon and Weaver Model.

Ans.: Shannon and Weavers Model consists of eight components :

(i) Source   (ii) Encoding

(iii) Message   (iv) Channel

(v) Decoding   (vi) Receiver

(vii) Feedback   (viii) Noise.

This is shown by the following diagram.

Source	→	Encoding	→	Message	→	Channel	→	Decoding	→	Receiver

Noise   Noise   Noise   Noise   Noise   Noise

Noise

Feedback
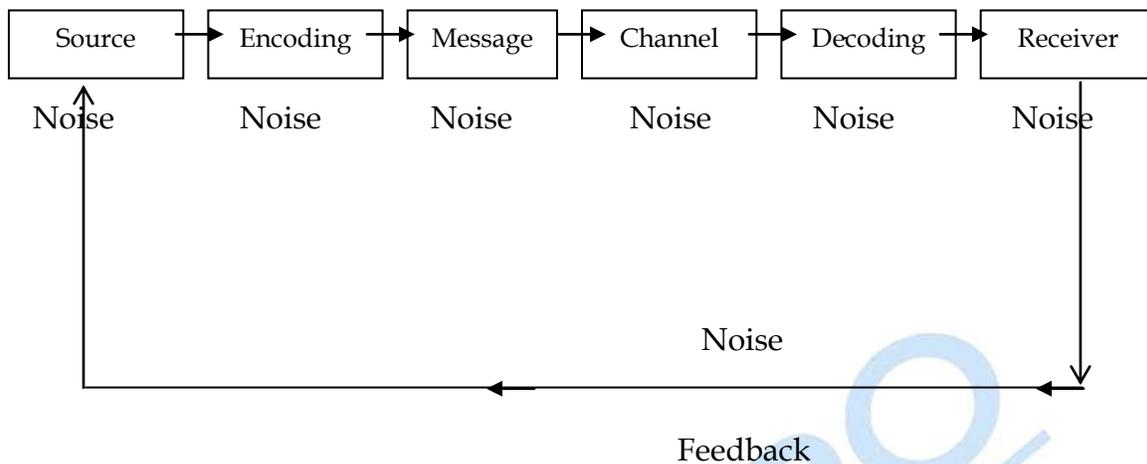
(i)   Source is the initiator of communication.

(ii)   Encoding is a process in which ideas are to be conveyed.

(iii)   Message is the actual physical product.

(iv)   Channel, is the medium through which the message transmits.

(v)   Decoding is the process which translates the message in an understood form.

(vi)   Receiver is the process to whom message is conveyed.

(vii)   Feedback is the response from the receiver.

(viii)   Noise includes those factors which reduces accuracy of message.

Q.3.   **What are the Channels or Networks of Communication?**

Ans.:   The channels of communication are of two types –

(i)   Formal

(ii)   Informal.

Formal Channel : It is deliberately established by management for the transmission of official information. There are six types of formal communication i.e. Chain, store, circle, all channel, inverted V and Y.

The diagrammatical representation is shown below :
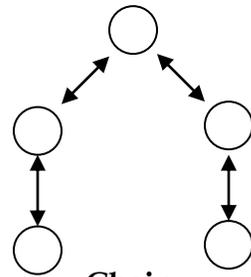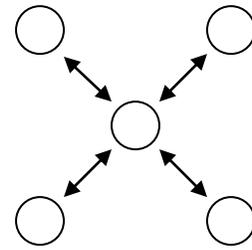
Chain   **Star**
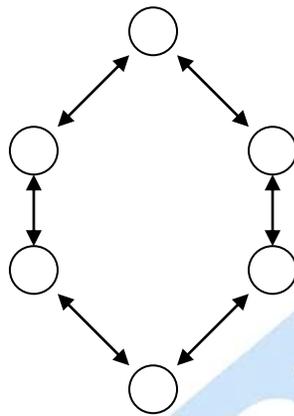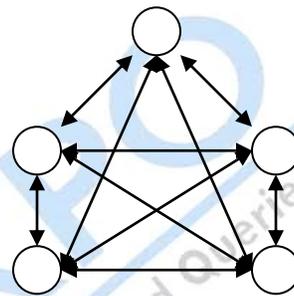
Circle   **All Channel**
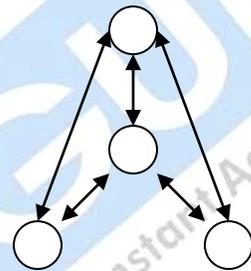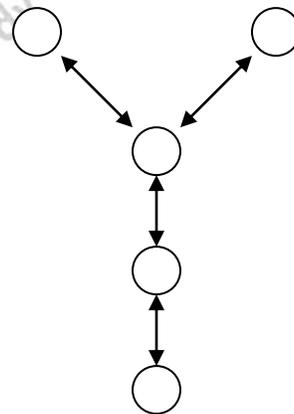
Inverted V   **Y Pattern**

Types of Formal Communication Networks

Informal Communication : It is an unofficial channel and is the result of operations of social forces at the work place. It is also known as grapevine and supplements formal communication.

Gossip

Probability   Cluster
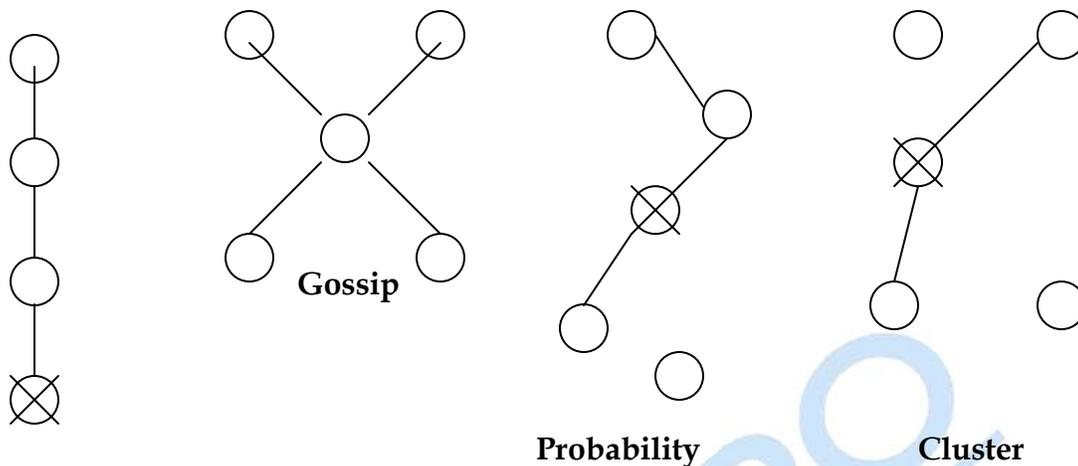
Single stand

Types of Informal (Grapevine) Network

Q.4.   What are the types of Communication?

Ans.: Organizational communication has three aspects, viz) internal communication, external communication and inter-personal communication.

Internal communication is concerned with the relationship of the organization with its employees. It can be upward and downward and across

Upward communication concerned with the employees relationship with the employees.

Across communication is concerned with relationships between co-equal authorities in an organization.

Upward and downward communications are vertical in nature, the across communication is horizontal in nature.

External communication deals with the relationship of the organization with the public. Hence, it is known as public relations.

Inter-personal communication is concerned with the relationship among employees.

Q.5. What are types of media of Communication?

Ans.: Media of communication are of three types namely audio, visual and audio-visual.

Audio media is conferences, enterprises visual media, comprise circulars, reports, pictorial forms.

Audio visual media is television, sound-motion pictures.

Q.6. Explain the barriers and problems in the process of Communication.

Ans.: The communication process in organization faces the following barriers & problems :

1) **Semantic Barriers :** The barriers are concerned with the language difficulties. These occur due to the differences in the individual interpretations of words and symbols used in the process of communication.

2) **Ideological Barriers :** The members of the organization do not store the same ideological perspectives and orientation. This affects the effective communication process.

Q.7. What are the solutions to the problems of Communication?

Ans.: Millet identified seven essentials of effective communication. These are –

1) Clarity
2) Consistency
3) Adequacy
4) Timeliness
5) Uniformity
6) Flexibility
7) Acceptability

According to **Terry**, the following eight factors make the communication effective :

1) Inform yourself fully.

2) Establish annual trust in each other.

3) Find a common ground of experience.

4) Use mutually known words.

5) Have regard for context.

6) Secure and hold receiver's attention.

7) Employ examples and visual aids.

8) Practice delaying reactions.

Also, the newly developed Management Information System (MIS) has improved the organization communication.

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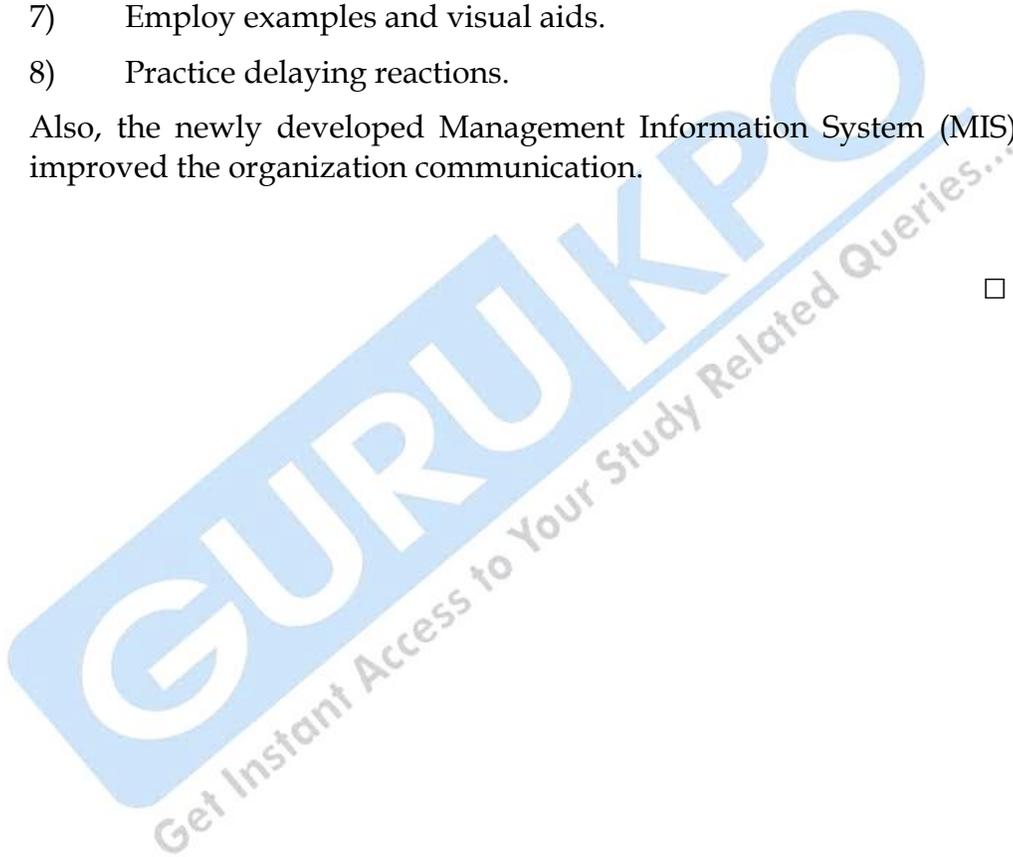
Decision Making

Q.1. Define Decision Making.

Ans.: Webster's Dictionary defines decision-making as "the act of determining the one's own mind upon an opinion or course of action."

According to **Tannenboum**, decision making involves a conscious choice or selection of one behaviour alternative from among a group of two or more behaviour alternatives."

Thus, decision making means choosing one alternative from among alternatives. It is essentially problem solving in nature.

Q.2. Explain Simons'concept of Decision Making.

Ans.: Simon is the foremost decision theorist. He defined decision making as "the optimum rational choice between alternative courses of action."

According to **Simon**, decision making pervades the entire organization. Hence, he viewed an organization as a structure of decision makers. He observed that the decision making is an all-embracing activity, having all the administrative functions described as "POCCC" by Fayol and "POSDCORB" by Gullick.

Q.3. Give the process or stages in the Decision Making with reference to Terry and Simon.

Ans.: Terry lays down following sequence of steps in Decision Making :

(i)   Determine the problem.

(ii)   Acquire general background information and different viewpoints about the problem.

(iii)   State what appears to be the best course of action?

(iv)   Investigate the decisions.

(v)   Evaluate decisions.

(vi)   Make the decision and put it to effect.

(vii)   Institutes follow up.

Simon's Stages of Decision Making : According to Simon, decision-making comprises three principal phases. They are -

1) **Intelligence Activity :** It is the first phase (borrowing the military meaning of intelligence) which involves finding occasions for making a decision.

2) **Design Activity :** The second phase, consists of inventing, developing and analyzing possible courses of action, i.e. finding alternative courses of action.

3) **Choice Activity :** It involves selecting a particular course of action from the given alternatives. This is the last phase in decision making.

Q.4. Explain the types of Decisions.

Ans.: The decisions are classified into various types by various thinkers.

1)   **Programmed and Non-programmed Decisions :** Decisions are programmed to the extent that they are repetitive and routine, so that a definite procedure has been worked out for handling them and they don't have to be treated each time they occur.

Decisions are non-programmed to the extent that they are novel, unstructured and consequential.

2)   **Generic and Unique Decisions :** These resemble programmed and non programmed decisions respectively.

3) **Organizational and Personal Decisions :** The organizational decisions are taken by an executive in his official capacity i.e. as a member of his organization, while the personal decisions are taken by an executive in his individual capacity.

4) **Policy and Operating Decisions :** The policy decisions are also known as strategic decisions. These decisions are of fundamental character affecting the entire organization. They are taken by top management.

5) **Individual and Group Decisions :** Individual decisions are those which are made by individual managers in the organizations. They assume complete responsibility for the consequences of their decisions.

Group decisions are those which are made by a group of managers in an organization. They assume collective responsibility for the consequences.

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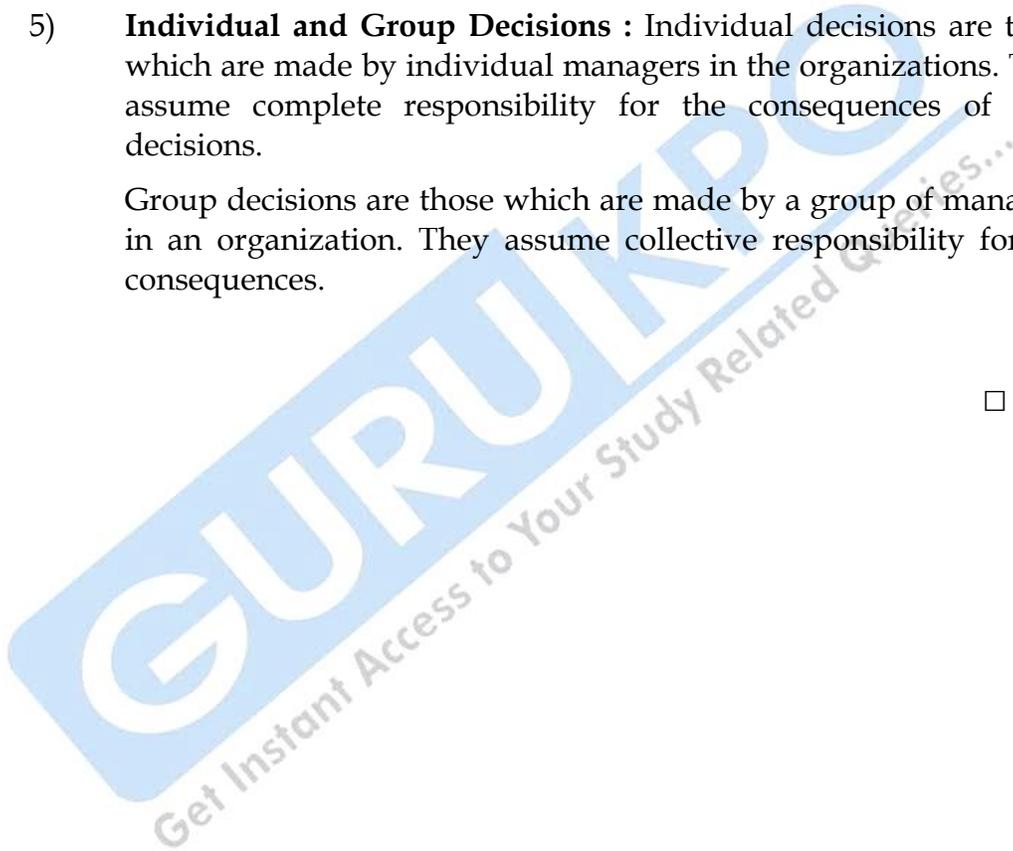
Delegated Legislation

Q.1. Write a note on Delegated Legislation.

Ans.: Delegated Legislation : In a democratic society committed to the establishment of a welfare state, no legislature exercises a monopoly over the law making activity. It has to share its legislative power with the Executive and other administrative organs of the State. Delegated legislation is a technique to relieve pressure on legislature's time so that it can concentrate on principles and formulation of polices. It is also referred to as subordinate legislation, means the exercise of law-making power by a body which is subordinate to the legislature. In India, rules, regulations, notifications, notified orders, orders, bye-laws all denote delegated legislation.

Q.2. What are the factors responsible for the growth of Delegated Legislation?

Ans.: (1) Lack of time for the legislature to shape legislative details which are technical in nature where administrative expertise is required.

(2) The subject matter of legislation being technical, complex and unsuitable for debate in the legislature.

(3) Democratization of rule –making process by providing for "consultation with affected interests".

(4)   The advantages of flexibility, elasticity expedition and scope for experimentation when the delegated legislation technique is employed.

(5)   This technique has the attribute of adaptation to unknown, future conditions without formal legislative amendments.

Q.3.   What are the nature of powers conferred through Delegated Legislation?

Ans.: (1)   Power of supplying details i.e. skeletal legislation.

(2)   Power of inclusion and exclusion.

(3)   Power of modification of statute

(4)   Power to impose tax.

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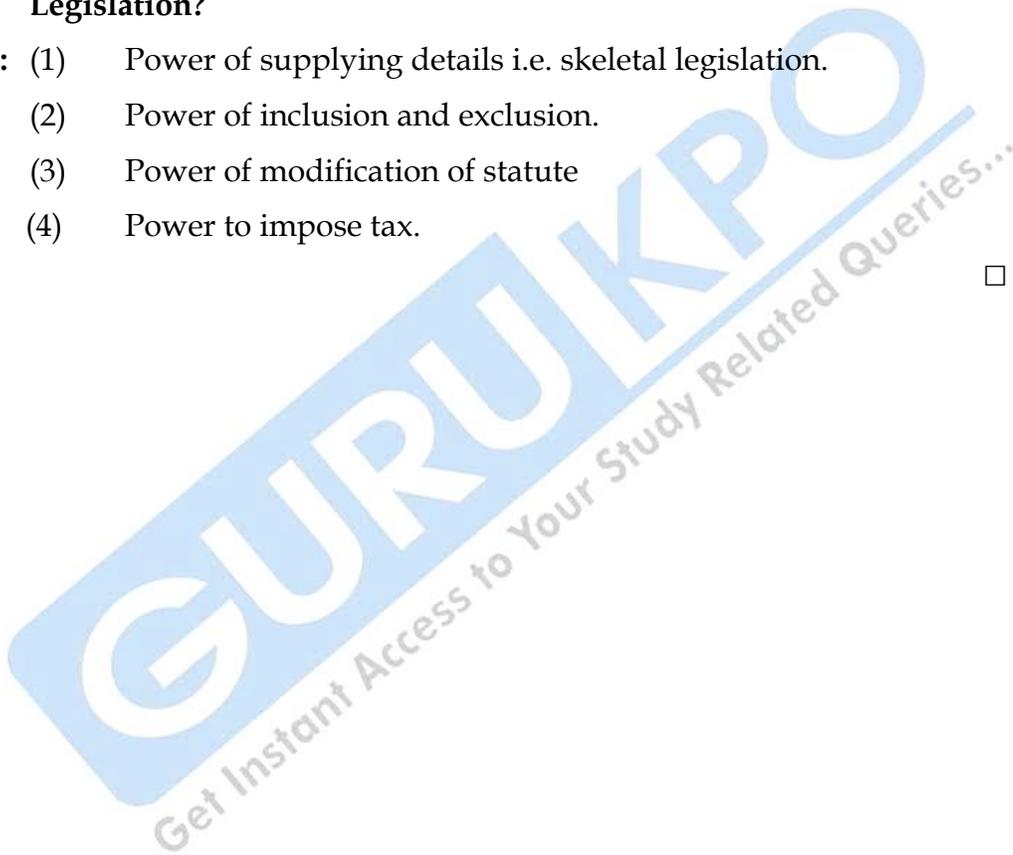
Bureaucracy

Q.1. Define the term Bureaucracy.

Ans.: The term 'Bureaucracy' began to describe the government by officials. Vincent de Gourney was the first to coin the term in 1745. From the start its use appears to have been pejorative and its focus to have been on government officials characterized by its tendency to meddle, to exceed its proper functions. Laski applied the term bureaucracy for a system of government the control to which is so completely in the hands of officials that their power jeopardizes the liberties of ordinary citizens.

Q.2. Give Weber's views regarding Bureaucracy.

Ans.: Max Weber, a German Sociologist, gave the modern concept of bureaucracy. He regarded bureaucracy as a universal social phenomenon and the means of carrying 'community action' over into rationally ordered 'societal action'.

He used the word Bureaucracy not to refer disparagingly to rule by officials but to designate a quite specific kind of administrative organization.

Q.3. What are the characteristics of Bureaucracy?

Ans.: According to Weber's 'Ideal Type', bureaucracy has following characteristics :

1)   Each office has a well defined sphere of competence with duties clearly marked off from those of other offices.

2)   Officers are ordered in a hierarchy.

3)   Authority is restricted to official duties.

4)   Officials hold office by appointment.

5)   Officials are selected on the basis of objective qualifications.

6)   Officials are set for career.

7)   Officials are entirely separated from the means of administration; hence they cannot appropriate their positions.

8)   Official duties are conducted in a spirit of impersonality.

Weber claimed that bureaucracy is capable of attaining the highest degree of rationality and effectiveness because of these features.

Q.4.   Explain the types of Bureaucracy given by Marx.

Ans.: F.M. Marx gave a four-fold classification of bureaucracy :

(a)   Guardian

(b)   Caste

(c)   Pagtronage

(d)   Merit

a)   **Guardian Bureaucracy :** Under this system, the civil servant is considered as the guardian (custodian) of justice and welfare of the community. He is selected on the basis of his education and then trained in right conduct. e.g. Chinese bureaucracy.

b)   **Caste Bureaucracy :** Such a bureaucracy "arises from the class connection of those in controlling positions." Under this system, persons belonging to only the upper castes and classes become the civil servants.

    c)   **Patronage Bureaucracy :** Under this system, recruitment to civil service is based on personal favour or political reward. This type is also known as 'spoils-system. The traditional home of this system has been USA

    d)   **Merit Bureaucracy :** This is the most widely prevalent type of civil service which has replaced the patronage system. Under this system, the civil servants are selected and appointed on the basis of their merit only. Government jobs are thrown open to talent.

Q.5. **What are the merits and demerits of Bureaucracy?**

Ans.: **Merits of Bureaucracy :**

1) Establishment of 'rule of law'

2) Achievement of equality and justice.

3) Probability of efficiency.

4) Legal and logical work.

5) Guardian of bureaucracy.

6) In favour of socialism .

7) Anonymous & neutral.

Demerits of Bureaucracy :

1) Red Tapism - delay in work.

2) Rigidity of rules.

3) Feeling of pride in workers.

4) Long procedures.

5) No place for human relations.

6) Not fit for emerging work.

Q.6.   What is the role of Civil Service in a developing Society?

Ans.: Civil Service performs the following functions :

1)   **Policy Implementation :** Implementation of the policies decided by the political executive is the most important and fundamental function of the civil service.

2)   **Policy Formulation :** The civil servants aid and advise the ministers in policy making, political executives, being amateurs, cannot understand the technical complexities of policies and hence depend on the expert advise of professional civil servants.

3)   **Delegated Legislation :** Due to lack of time, pressure of work and increased complexities of legislation, the legislature makes laws in skeleton form and delegates power. Thus civil servants make sub-laws, rules and regulations, but within the limits of legislature.

4)   **Administrative Adjudication :** In this the civil servants settle disputes between the citizens and the state.

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Classification

Q.1. What is the need and importance of Classification?

Ans.: A proper and systematic classification of personnel in government is very essential for the management of civil service in modern state.

1) It facilitates easy recruitment process.

2) It helps in determining the pay and allowances.

3) Helps in proper training and promotion.

4) Helps in budget formulation.

5) Workers have a feeling of motivation and satisfaction.

6) Work evaluation becomes easy.

7) Makes supervision, control and direction easy.

8) Organizational efficiency increases.

Q.2. Explain the stages in Position Classification.

Ans.: There are four stages in position classification :

i) Analyzing and recording the duties to be classified.

ii) Grouping the positions into classes on the basis of their similarities.

iii) Writing such standards of specification for each class of positions, define its boundaries and serve as a guide in allocating individual positions to the class and in recruitment and examination.

iv) Installation by allocating individual positions to the class thus described.

Q.3. Explain the different type of Classification.

Ans.: There are two different systems of classification :

a) Position Classification

b) Rank Classification

a) **Position Classification :** This is also known as duties classification. It involves the grouping of positions on the basis of duties, responsibilities and qualifications.

In other words, a position is classified in accordance with the nature of the job rather than the persons holding the position

The system is adopted by USA, Japan, Taiwan, Philippines, Canada.

b) **Rank Classification :** In this, the employees are classified in a hierarchical order according to their rank. In this system, the employees are classified and not the job. The salary and status of an employee depends on his ranking in a group or service and not on posting.

This system is adopted by UK, France, India, Malaysia, Pakistan, Laos, Germany.

Q.4. What are the merits and demerits of Position Classification.

Ans.: **Merits** of system of position classification are :

(i) It provides for a high degree of specialization.

(ii)   It upholds the principle of equal pay for equal work.

(iii)   It defines the contents of any job in detail.

(iv)   It has scientific standards.

(v)   It lays more emphasis on merit than seniority.

(vi)   There is a match between the requirements of a job and qualifications of a person.

(vii)   There are well defined lines of responsibility.

(viii)   It facilitates lateral entry.

(ix)   End of discrimination in service matters.

Demerits :

(i)   It brings an element of rigidity in personnel administration.

(ii)   It is a detailed system of classification; hence its preparation consumes more time and money.

(iii)   This system tends to get outdated in short period.

(iv)   It makes the employees feel insecure.

(v)   Not suitable for developing societies.

(vi)   It is difficult to administer as it requires various technical skills.

Q.5.   What are the advantages and disadvantages of Rank classification?

Ans.: The **advantages** of the system of rank classification are :

(i)   It brings an element of flexibility in personnel administration.

(ii)   It is more suitable for the generalist cadres of civil services.

(iii)   It is a less detailed scheme of classification.

(iv)   It promotes loyalty to the civil service as a whole.

(v)   This classification can be used for a longer period.

(vi)   It makes the employees feel secure.

(vii)   It is easy to understand as well as administer.

(viii)   Attracts competent personnel.

Disadvantages :

(i)   It does not promote much specialization.

(ii)   It violates the principle of equal pay for equal a work.

(iii)   It does not specify the contents of any job in detail.

(iv)   It is not conductive to the preparation of scientific and objective standards.

(v)   There is no match between the requirements of job and the qualifications of the incumbent.

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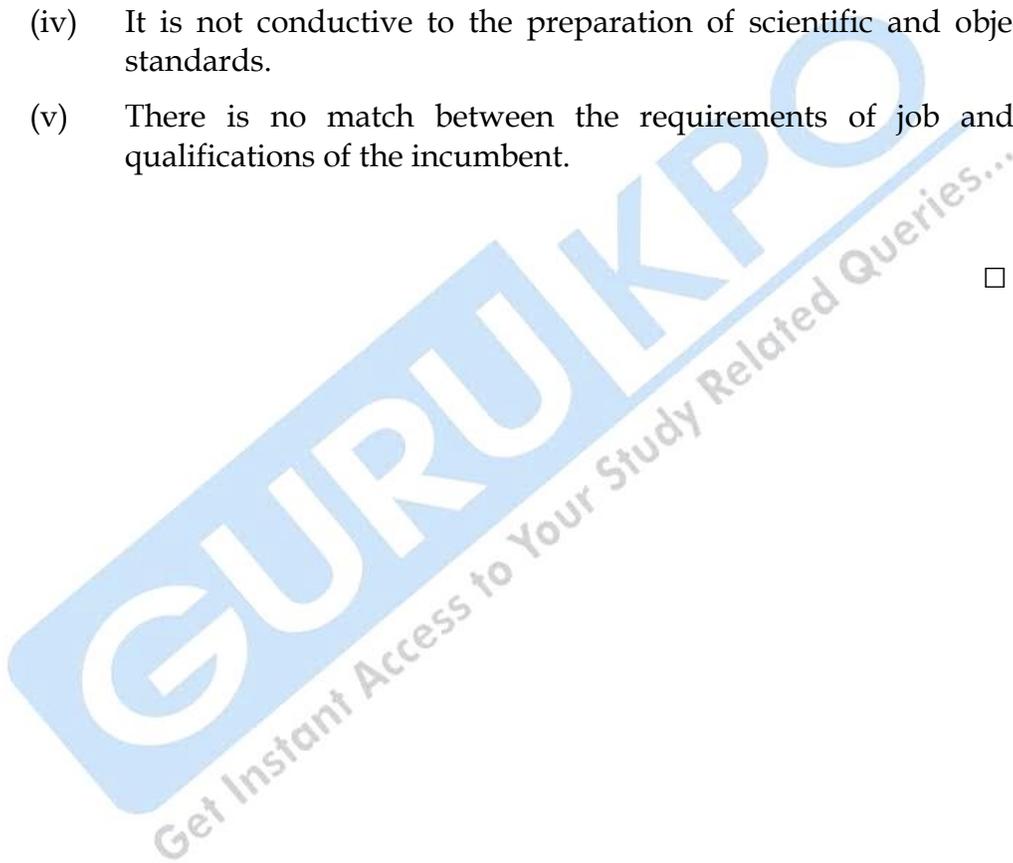
Recruitment

Q.1. **Explain the meaning and concept of Recruitment.**

Ans.: Recruitment is the most important aspect of public personnel administration.

Recruitment means filling up the vacant posts in civil service. It has negative and positive connotations. Negatively, it aims at eliminating those who are not qualified and suitable for the posts in the service. This **negative recruitment** stands for –

- Elimination of political influence.

- Prevention of favoritism.

- Keeping the 'rascals' out.

Positively, recruitment aims at filling the vacant posts with the best qualified and most competent persons.

Q.2. **What are the steps in Recruitment Process?**

Ans.: The process of recruitment consists of steps in the order given below :

(i) Job requisition

(ii) Determination of qualifications

(iii) Designation of the application forms

(iv) Advertisement/announcement of vacant posts

(v)   Scrutinizing of applications

(vi)   Conducting Examinations

(vii)   Certification

(viii)   Selection

(ix)   Appointment

(x)   Probation

(xi)   Placement

(xii)   Orientation

Q.3.   What are the merits and demerits of Direct and Indirect Recruitment?

Ans.: There are two methods of recruitment :

(i)   Direct Recruitment

(ii)   Indirect Recruitment

Direct recruitment means filling up vacant posts in the civil service by suitable and qualified candidates available in the open market.

Indirect recruitment, on the other hand, means filling up vacant posts by suitable and experienced candidates, who are already in the service of government.

The **merits of direct recruitment** method are :

(i)   It provides equal opportunity to all.

(ii)   It broadens the area of recruitment.

(iii)   It attracts capable and qualified people from the universities.

(iv)   It brings in new blood with new ideas.

(v)   It checks stagnation in public services.

(vi)   It is suitable for recruitment in technical and professional fields, as they require latest knowledge.

(vii)   It motivates persons already employed.

The **demerits of direct recruitment** are :

(i) It results in the selection and appointment of persons having no administrative experience.

(ii) In this training is required.

(iii) It requires initiative of the employees as higher posts are thrown open.

(iv) It causes jealousy among the seniors and experienced employees.

(v) It demoralizes those employees who fail to get promotion leading to inefficiency.

(vi) It increases the burden on recruiting agencies.

Merits of Indirect Recruitment :

(i) It is less expensive.

(ii) Experienced persons are found in this.

(iii) Persons already in service get a chance of promotion.

(iv) Selection becomes easier.

(v) Employees get motivation and satisfaction.

(vi) This system helps in making job a career.

Demerits of Indirect Recruitment :

(i) This narrows the area of selection.

(ii) Many employees tend to become inefficient because they know they will get promotion anyhow.

(iii) Many a times person who are inefficient and ordinary get a high post.

(iv) There is a clash of ego between the new and old incumbent

(v) It does not encourage fresh entry.

□ □ □

Training

Q.1. **What is the meaning of Training?**

Ans.: Training is the process of developing skills, habits, knowledge and attitudes in employees for the purpose of increasing the effectiveness of employees for the purpose of increasing the effectiveness of employees in their present governmental positions as well as preparing employees for future government position.

Q.2. **What is the objective of Training?**

Ans.: The objectives of training are :

1) To produce a civil servant who can transact his business with precision and clarity.

2) To attune the civil servant to the tasks he is called upon to perform in a changed world.

3) To make the civil servant community conscious.

4) To develop the capacity for higher work and greater responsibilities.

5) To improve the morale of the civil servants.

6) To broaden the vision and outlook.

7) To promote integrity.

8) To inculcate the attitude that a civil servant is not a master but a public servant.

Q.3. What are the characteristics of Training?

Ans.: Training has following main characteristics :

1)   It develops special knowledge and talent.

2)   It has a specialized area and viewpoint.

3)   Training needs assessment.

4)   It is influenced by country, time, tradition and science.

5)   Along with the principles, in training behavioural approach are also taught.

6)   Those giving training are themselves trained professionals.

7)   Training develops conceptual skills, human skills and technical skills.

Q.4. What are the types of Training?

Ans.: Training is of two types, viz. informal training and formal training.

Informal training means learning the work by actually doing the work under the guidance of senior officers. Thus, it is training by experience of learning by trial and error method.

Formal training, on the other hand, is imparted in an orderly manner through prearranged and well defined courses under expert guidance and supervision.

□ □ □

CHAPTER-25

Promotion

Q.1 Define Promotion.

Ans.: The word 'Promote' is derived from the Latin expression 'Promovere' which means 'to move forward'.

According to **Torpey**, "Promotion refers to the movement of an employee from one position to another position having a higher grade. A promotion involves increased duty and responsibility for the employee.

L.D. White defined promotion as "an appointment from a given position to a position of higher grade involving a change of duties to a more difficult type of work and greater responsibility, accompanied by a change of title and usually an increase in pay"

Q.2. What is the importance of Promotion?

Ans.: (1)   It keeps the experienced employees in an organization.

(2)   A man is ambitious by nature, thus with this arrangement, personnel-development makes its way.

(3)   It motivates the employees to do their best.

(4)   When the facility of promotion is available, then people are ready to join the lower grades.

(5)   Efficiency and prestige of an organization increases where there is system of promotion

(6)   It is an effective tool for increasing morale and motivation.

Q.3. What are the types of Promotion?

Ans.: There are three types of promotion :

(i) Promotion from a **lower grade to a higher grade**, for instance, from a junior typist to senior typist.

(ii) Promotion from a **lower class to a higher class**, for example, from the clerical class to the executive class.

(iii) Promotion from **lower service to a higher service**, for instance, from State civil service to I.A.S.

Q.4. What are the principles of Promotion?

Ans.: There are three principles of promotion. They are :

1) Seniority principle

2) Merit principle

3) Seniority-cum-Merit Principle

1) **Seniority Principle :** According to this principle the order of precedence in making promotion is determined by the duration of service of the employees.

2) **Merit principle :** This implies that the most meritorious employee should be promoted. Promotion is determined by the qualifications and achievements of employees irrespective of the length of service.

3) **The Seniority-cum-Merit Principle :** It provides that promotion should be determined on the basis of both, the length of service as well as qualification and achievement of the employees.

In general, the first principle is applied at lower levels, the second principle at higher levels, and the third principle at the middle levels.

□ □ □

Motivation

Q.1. Define Motivation.

Ans.: The term 'motivation' is derived from the Latin word 'movere' meaning 'to move'.

In the organizational context, motivation implies a basic psychological process.

According to **Fred Luthans** – "Motivation is a process that starts with a physiological or psychological deficiency or need that activates behaviour or a drive that is aimed at a goal or incentive.

Motivation is a general term applying to the entire class of drives, desires, needs and similar forces that induce an individual or a group of people to work. It energizes and activates individuals to achieve his formulated goals.

Q.2. Explain the elements of Motivation.

Ans.: Three elements - (1) need (2) drives (3) goals interact in motivation. Each may also be thought of a stage in the cycle for the first leads to the second and the second to the third.

1) Need refers to a lack or deficit in the individual.

2) Drives are intra organic activities for a particular type of behaviour.

3) The third stage in the motivating is called the achievement of the objective.

When the goal is achieved or the need is satisfied the individual feels relieved or satisfied.

Relief & Satisfaction — Need — Drives — Behaviour — Goals
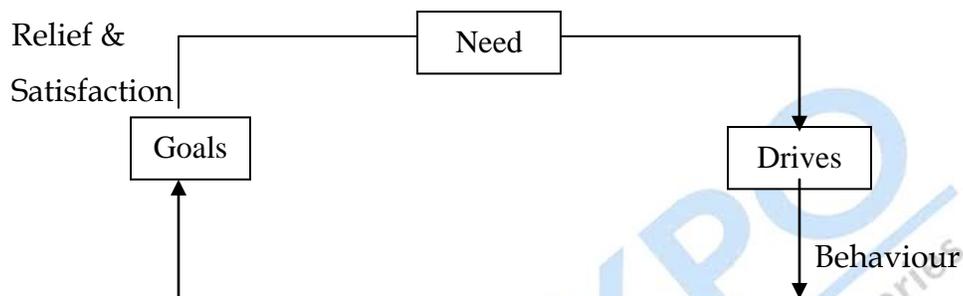
Q.3. What are the characteristics of Motivation?

Ans.: (i) It is continuous process.

(ii) It is an internal factor or condition that tends to initiate and sustain activity.

(iii) It is a psychological process.

(iv) It is a key to management action.

(v) It is directly related to human satisfaction.

(vi) It gives a new force to work.

(vii) Motivation is purely individualistic, because each person has its own need.

Q.4. Explain the types of Motivation.

Ans.: There are a variety of instruments used to influence the motivation of the workers.

1) **Positive Motivation :** Like rewards, praise, recognition etc. They are used to encourage and induce the workers to work harder, increase output.

2) **Negative Motivation :** Like demotion, censure, termination of service etc. They induce fear among the workers to force them to work harder.

3) **Intrinsic or Extrinsic :** The example of intrinsic motivators is job satisfaction, participation, recognition, status, etc. The extrinsic motivators are the outside environment like salary, perks, medical and other facilities.

4) **Financial or Non-financial :** The eg. Of financial motivators are – wages, salaries, bonus, fringe benefits or perks, allowances etc.

Non financial motivators are – praise, recognition, incentives, job enrichment, opportunity for growth, feedback from the performance, employee participation in management, information bulletin, suggestion schemes, employee counseling and fair and equitable treatment in the organization.

Q.5.   What are the theories of Motivation?

Ans.: The various theories of motivation are explained below :

1) **Monistic or Monetary Theory :** This theory believes that people feel highly motivated when rewarded with more money. And this improves significantly the efficiency of the employee. This theory was supported by Taylor. It is also known as carrot & stick theory.

2) **Human Relations Theory :** This theory was propounded by Elton Mayo. It's said that a person is not only motivated by money but also by the informal relations.

3) **Maslow's Need Hierarchy Theory :** Maslow said that human needs influence human behaviour. His need hierarchy concept insists of five levels of human needs arranged in ascending order.

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                    Self
              Actualization Needs
                 Esteem Needs
                  Social Needs
                 Security Needs
                Physiological Needs
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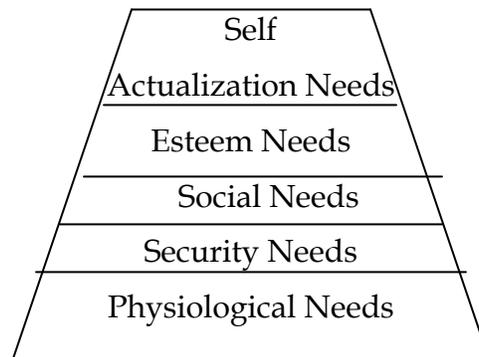
4) **Herzberg's Two Factor Theory :** According to him, there are two sets of factors -

   a) Hygiene factor

   b) Motivators

   a) **Hygiene Factor :** It represents the need to avoid pain in the environment. When these factors are present, a person is not motivated, but when these are absent, he feels dissatisfied and for his all failures he holds these factors responsible.

   b) **Motivators :** These are related to job satisfaction and job authorities.

5) **E R G Theory :**

   i) Here E stands for existence in organizational settings. Need for pay benefits and physical working conditions are included in this category.

   ii) R – Relatedness needs includes all that involves interpersonal relationship with others.

   iii) G – Growth needs are those needs that involves a person's efforts towards creative and personal goals.

6) **Path Goal Theory :** This theory was given by Edwin Locke. The basic concept of this theory is that goals of an organization influence the behaviour of an employee and it is important to settle goals in such a way that an employee feels the achievement of goals of an organization will lead to the achievement of his personal goals and the goals are set in the following five steps :

(i)   Target setting.

(ii)   Goal setting participative process.

(iii)   Determination of goal setting attributes.

(iv)   Intention to work towards goal attainment.

(v)   The outcome.

7)   **Expectancy Theory :** Victor Vroom is the main contributor of this theory. This theory assumes to choice behaviour. It assumes that if the individual worker believes that working hard each day will lead to pay increase, expectancy theory would predict that it will be the behavior, he or she will choose.

8)   **Equity Theory :** This was given by J. Story Adams. It states that if individual perceives at discrepancy between the amount of reward (outcome) they received and their efforts (inputs) they are motivated to reduce the inequality. The greater the discrepancy the more employees are motivated to reduce the imbalance.
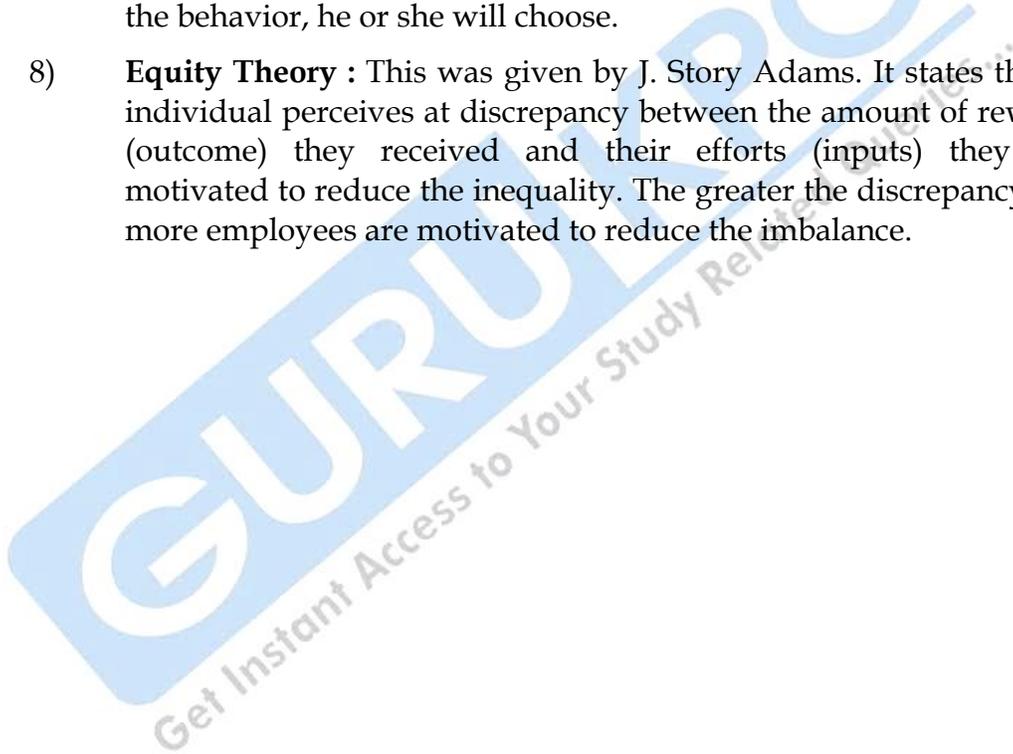
CHAPTER-27

KEY-WORDS

1. Administration- Administration has two essential elements, viz. a collective effort and a common purpose.
2. Administer- English word 'administer' is derived from a combination of two Latin words 'ad', and 'ministrare' meaning 'to serve' or to 'manage'.
3. Classical theory- It gives emphasis on the formal structure of organization.
4. Hawthorne Experiments- The Hawthorne experiments were a focus on the organization as a social system.
5. Ecological Approach- Ecology is a term borrowed from biology. It is concerned with the science of dealing with the inter-relationship of organization and their environment.
6.
7. POSDCORB- Planning, Organising, Staffing, Directing, Co-Ordinating, Reporting, Budgeting.
8. Hierarchy- Hierarchy refers to various levels of authority in an organization, ranging from the top level to bottom level.
9. Gang plank- Fayol introduced Gangplank where people of the organization could communicate with each other directly but with the permission of their superiors.
10. Span of Control- Span of control refers to the number of subordinates whom an administrator can effectively control.
11. Unity of Command- It means that an employee should receive orders from one superior only.
12. First principle of organization- Mooney calls coordination as the first principle of organization.
13. Coordination- Coordination is the process where an executive develops group effort among his sub ordinates in the pursuit of common purpose.

14. Centralization- Centralization means concentration of power of decision making in few hands.

15. Decentralization- Decentralization means dispersal of decision making power to the lower levels of organization.

16. Authority- As said by Fayol "Authority is the right to give orders and power to exact obedience".

17. Power- Power is the ability to get the work done by an individual or group.

18. Chief Executive- Chief Executive is the apex of the administrative hierarchy of a government

19. Supervision- Supervision is a combination of two words 'super' and 'vision' which means overseeing.

20. Delegation- Delegation means assignment of works to others and giving them authority to do it.

21. Leadership- Terry defines leadership "the relationship in which one person or the leader, influences to work together willingly on related tasks to attain that which the leader desires".

22. Communication- The word "Communication" is derived from Latin word "Communis". It means 'common'. So sharing the ideas in common is communication.

23. MIS- Management Information System. It involves generating, processing and transmitting information.

24. Decision- Decision making is the process of selecting one alternative from two or more possible alternatives available to achieve a specific aim.

25. Morale- Morale is an individual or group feeling of competence and confidence enforced by satisfaction.

26. Motivation- Motivation is an inner state which moves or directs towards goals.

27. Positive Motivation- It is based on rewards.

28. Negative Motivation- It is based on force and fear.

29. Public Relation- Public Relation is an activity through which the administration clears its views and receives the public opinion.

30. Delegated Legislation- Delegated Legislation means to the law making power given to the executive by the legislature itself.

31. Bureaucracy- Bureaucracy means desk government. It refers to rule of officials.

32. Division of Labour- The functions of an organization is divided into a number of various functions.
33. Civil Service- As said by Herman Finer "The civil service is a professional body of officials, permanent, paid and skilled.
34. Neutrality- The civil servants serve the party in power irrespective of which party it belongs to.
35. Recruitment- Recruitment is the process by which people are taken in the jobs to fill the vacant post.
36. Training- Training is to impart instruction in a particular profession.
37. Promotion- Promotion means to move ahead, secure greater recognition and status.
38. Corruption- As said by David H. Bayley, "Corruption is a general term covering misuse of authority as a result of considerations of personal gains which need not to be monetary.
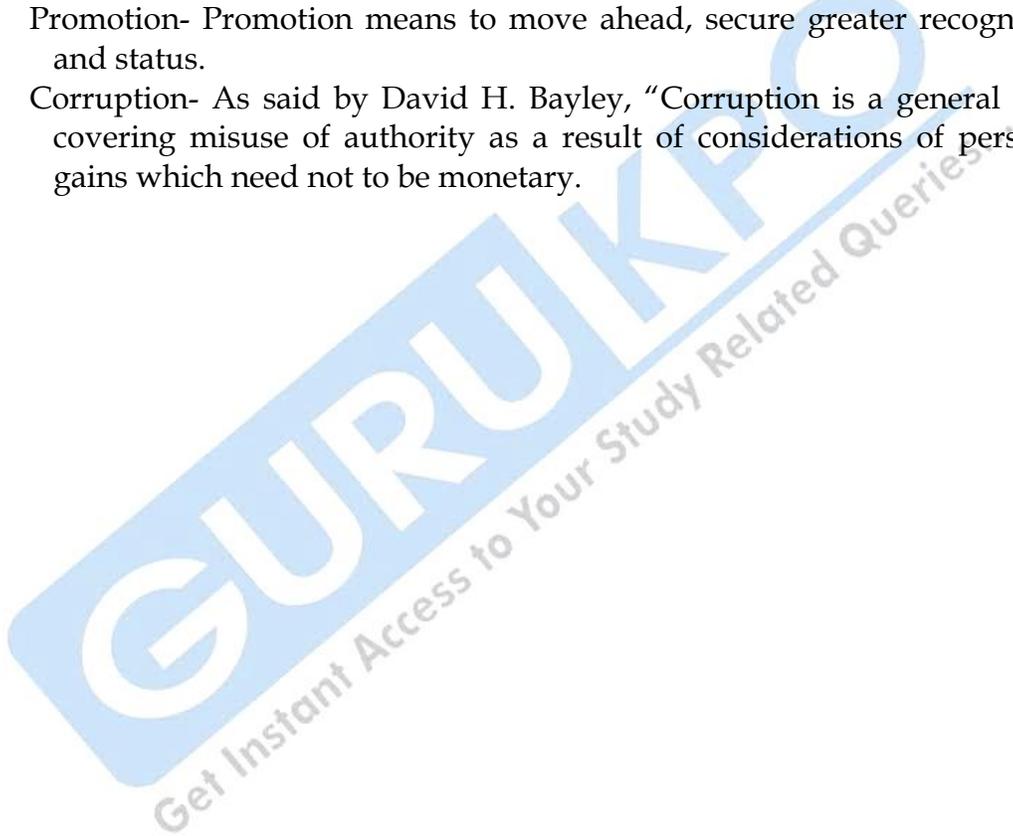
CHAPTER-28

Case Study

Elements of Public Administration (Paper-I)

1. A group of children were playing near two railway tracks, one still in use while the other disused. Only one child played on the disused track, the train came, and you will just beside the track in charge. You could make the train change its course to the disused track and saved most of the kids. However that would also mean the lone child playing by the disused track would be sacrificed. Or would you rather let the train go its may.

    Q. Read the story and explain what decision you would take in same situation?

2. An old blind man was sitting on a busy street corner in the rush hour begging for money. On a Cardboard sign, next to an empty tin cup, he had written.

    'Blind-Please help'. No one was giving him any money.

    A young advertiser walked past and saw the blind man with his sign and empty cup, and also saw the many problems passing by completely unmoved, let alone stopping to give money. The advertiser took a thick marking pen and turned the cardboard sheet back-to-front and re-wrote the sign and went away.

Immediately people began putting money in tin cup. After a while, when the cup was overflowing, the blind man asked a stranger to tell him what the sign now said. "It says, said the stranger,

"It's a beautiful day. You can see, I cannot".

Q. What do you understand from the above story? How is it helpful in communication?

3. A boy wished to take an early morning train and accordingly set his watch ahead one half hour before going to bed so that he would be sure to arise in plenty of time. His father, knowing his son's desire do take the early train, went to his sons bed room and turned the watch up one half hour, believing this would give the boy extra time to get up and dressed. His mother also did the same thing. As a result the boy arose one and one half hour early instead of one half hour losing an hour of needed sleep.

Q. Read the above story and state the importance of coordination.
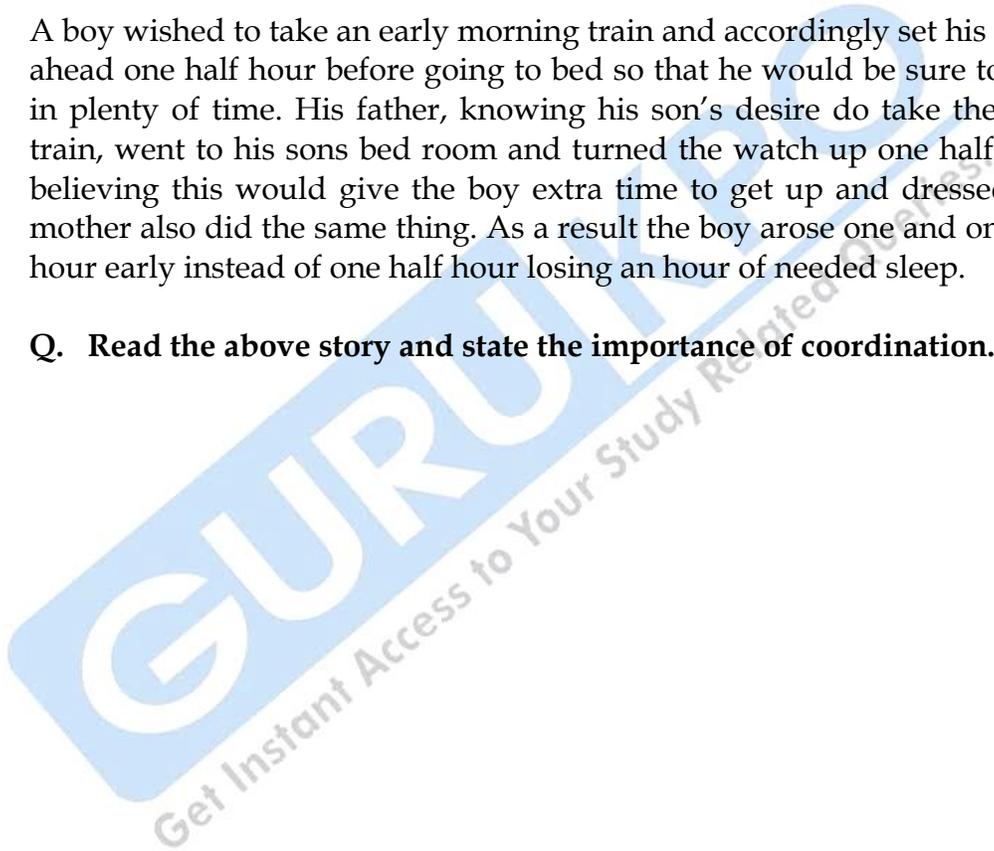
B.A. (Part-I) Examination, 2011

(10+2+3 Pattern)   (Faculty of Arts)

[Also common with subsidiary Paper of B.A. (Hons.)Part-I]

(Three Year Scheme of 10+2+3 Pattern)

Public Administration

First Paper : Elements of Public Administration

Total Time : Three Hours   **Max. Marks.: 100**

Part-I (Objective)

Time: 1 Hour   **Max. Marks: 40**

Question Nos. 1-20 (Each question carries 1 mark). Question Nos. 21.30 (Each question carries 2 marks give the answers of these questions in not more than 15-20 words each.

1.   Public administration is:
      (a)   Decision-making
      (b)   Planning the work to be done
      (c)   Formulation of objectives and goals
      (d)   All the above

2.   Who is considered as the father of Public administration:
      (a)   H. Simon   (b)   L.D. White
      (c)   Woodrow Wilson   (d)   Willoughby

3.   Who is the author of "Introduction to the Study of Public Administration:
      (a)   Waldo   (b)   L.D. White
      (c)   Woodrow Wilson   (d)   Guillick

4.   The letter 'D' in POSDCORB' stands for:
      (a)   Direction   (b)   Delegation
      (c)   Doing   (d)   Duties

5.   Which of the following is not a function of staff agencies:

(a) Collection of information
(b) Advising the chief executive
(c) Carrying out the works of administration
(d) Acting as filter and funnel

6. Which characteristic feature applies more to Public Administration as compared to private administration?
(a) Profit Motive (b) Efficiency
(c) Public Accountability (d) Public Relation

7. Human approach to study administration lays greater emphasis on:
(a) Economic motives (b) Formal Organization
(c) Strict control (d) Informal organization

8. Hierarchy as the principle of organization means:
(a) Division of positions
(b) Classification of positions
(c) Determination of position
(d) Systematic arrangement of positions

9. Who wrote 'Principles of Organization':
(a) Henry Fayol (b) Mooney
(c) Reiley (d) Both (b) and (c)

10. V.A. Graicuna's formula is related to:
(a) Span of control (b) Hierarchy
(c) Decision-making (d) Training

11. Who said that principles of organization are proverbs:
(a) Waldo (b) Simon
(c) Appleby (d) White

12. Span of control can be more where the nature of work is a type:
(a) Heterogenous (b) Homogenous
(c) Complex nature (d) Non-repetitive

13. The book 'Administrative Behavior' is written by:

	(a)	Herman Finer	(b)	Herbert A. Simon
	(c)	Peter Drucker	(d)	George R. Terry

14.   Coordination is needed because it:
   (a)   Eliminates conflict
   (b)   Remove duplication of work
   (c)   Increase co-operation
   (d)   All the above

15.   Training given to prepare future recruits for the service is called:
   (a)   Foundational training   (b)   Post-entry training
   (c)   Departmental training   (d)   Pre-entry training

16.   Delegation of Powers is primary stage of:
   (a)   Decentralization   (b)   Centralization
   (c)   Control   (d)   None of the above

17.   Which of the following is/are methods of supervision:
   (a)   Work budget   (b)   Reports
   (c)   Inspections   (d)   All the above

18.   The father of Scientific Management in U.S.A. is:
   (a)   F.W. Faylor   (b)   Luther Gulick
   (c)   Woodrow Wilson   (d)   Elton Mayo

19.   Who among the following implements the public policies:
   (a)   The Civil-Servants   (b)   The President
   (c)   The Vice-President   (d)   None of the above

20.   Which of the following is not the feature of effective leadership:
   (a)   Integrity   (b)   Lack of self-confidence
   (c)   Capacity of take decisions   (d)   Enthusiasm and tolerance

21.   What do you mean by formal organization?

22.   Write the types of Recruitment.

23.   Give two necessary factors for maintaining morale.

24.   Define Supervision.

25. What is decentralization?

26. Write the name of four types of bureaucracy.

27. Mention any three principles of organization.

28. Write three steps of decision making process suggested by Simon.

29. Differentiate power and authority.

30. Write any two principles of promotion.

Part-II (Descriptive)

Time: 2 Hours   **Max. Marks : 60**

Attempt three questions, selecting one question from each Section. All questions carry equal 20 marks.

Section-A

1. Describe the meaning, nature and scope of Public Administration.

2. Discuss the relationship between :
   (i)   Public Administration and Political Science
   (ii) Public Administration and Sociology

Section-B

3. Define Hierarchy and explain its advantages and disadvantages. How can we overcome the disadvantages of Hierarchy?

4. Explain the concept of Delegation. Point out the merits and demerits of delegation in an administration organization.

Section-C

5. What is the meaning and nature of bureaucracy? Does bureaucracy fear from democracy?

6. Describe the principles of promotion for personnel in administration. Which one of these principles is more suitable and why?

B.A. (Part-I) Examination, 2010

(10+2+3 Pattern)   (Faculty of Arts)

[Also common with subsidiary Paper of B.A. (Hons.)Part-I]

(Three Year Scheme of 10+2+3 Pattern)

Public Administration

First Paper : Elements of Public Administration

Total Time : Three Hours   **Max. Marks.: 100**

Part-I (Objective)

Time: 1 Hour   **Max. Marks: 40**

Question Nos. 1-20 (Each question carries 1 mark). Question Nos. 21.30 (Each question carries 2 marks give the answers of these questions in not more than 15-20 words each.

1. Name the author of the book "The functions of Executive": -
   (a) Fred Riggs   (b) Dwight Waldoo
   (c) L.D. White   (d) Chester Barnard

2. The architect of the "Hierarchy" of needs-motivation theory is of:
   (a) Mc Gregor   (b) Herzberg
   (c) A. Maslow   (d) L.D. White

3. The basic knowledge of psychology helps an administrator in:
   (a) Developing team spirit in subordinates
   (b) Motivating the people
   (c) Improving interpersonal relations
   (d) All the above

4. Who from among the following is associated with the humanistic approach to study public administration?
   (a) H.A. Simon
   (b) Elton Mayo
   (c) L.D. White
   (d) Woodrow Wilson

5. Centralization and decentralization in an administrative system are:
    (a) Not related to each other
    (b) Complementary to each other
    (c) Contradictory to each other
    (d) Both (a) and (b)

6. The application of the principle of unity of command in an organization at work is:
    (a) No personnel should be subjected to the orders of more than one immediate superior officer
    (b) There is only one person and not the body of persons at the apex of the organization
    (c) All units of organization should be integrated under the authority of one head
    (d) All the above

7. Delegation of authority is primary stage of:
    (a) Control
    (b) Centralization
    (c) Decentralization
    (d) None of the above

8. Public Administration as a discipline was born in the :
    (a) U.S.A.
    (b) France
    (c) Sweden
    (d) U.K.

9. The micro sense of public administration is related to:
    (a) Judiciary
    (b) Executive
    (c) Legislative
    (d) All the above

10. Who is known as the Father of Public Administration:
    (a) H.A. Simon

(b)   Woodrow Wilson
(c)   L.D. White
(d)   Willoughby

11.   "Public Administration is detailed and systematic execution of Public
       law" Who has said has:
       (a)   L.D. White
       (b)   Woodrow Wilson
       (c)   H.A. Simon
       (d)   M.E. Dimock

12.   The nature of Public Administrative can be analyzed:
       (a)   Through the managerial view
       (b)   On the context in which term PADM is used
       (c)   Through the integral view
       (d)   All the above

13.   Formal and informal organization are:
       (a)   Contradictory to each other
       (b)   Not related to each other
       (c)   Adversely affect each other
       (d)   complementary to each other

14.   The bases of classification of civil service in personnel administration can
       be:
       (a)   Services   (b)   Pay scales/positions
       (c)   Classes   (d)   All the above

15.   The concept of Public Personnel Administrating is:
       (a)   Make them able to work
       (b)   Retain them in service
       (c)   Attract the best in (service) organization
       (d)   All the above

16.   The training of Public Personnel in Administration means:
       (a)   Skill development
       (b)   Educating

     (c)   Learning by doing

     (d)   Both (a) and (b)

17.   V.A. Graicuna's formula is related to:

     (a)   Delegation   (b)   Unity of command

     (c)   Span of control   (d)   Hierarchy

18.   Which of the following is the feature of the merit system:

     (a)   Class is basis of selection

     (b)   Competence of the candidate

     (c)   Caste is basis of selection

     (d)   None of the above

19.   Delegation is based on the principle of:

     (a)   Span of control   (b)   Hierarchy

     (c)   Unity of command   (d)   All the above

20.   Name the method of supervision from the following:

     (a)   Report   (b)   Work budget

     (c)   Inspections   (d)   All the above

21.   Narrate two points of view for the importance of Public Administration.

22.   State two points of relationship between Law and Public Administration.

23.   Point out the two features of humanistic approach.

24.   Present two elements of delegation.

25.   Enumerate two functions of staff agency.

26.   Write two elements of authority in an organization.

27.   State two evils of bureaucracy.

28.   Point out the steps in the process of decision making.

29.   Write down two principles of promotion.

30.   Narrate two goals of public relations.

Part-II (Descriptive)

Time: 2 Hours   **Max. Marks : 60**

Attempt three questions, selecting one question from each Section. All questions carry equal 20 marks.

Section-A

1. Elucidate the similarities and differences between the Private Administration and Public Administration. Are the two coming closer to each other in recent years?

2. Elaborate the relationship between :

    (i)   Public Administration and Law:

    (ii)   Public Administration and Economics

Section-B

3. Define and enumerate the differences between the "Formal" and "Informal" organization. bring out their relationship in Administration Organization.

4. Elaborate the meaning of Hierarchy and span on control in administration organization. Examine their relationship and importance for working organization.

Section-C

5. Discuss the role of civil service in a developing society like India. Enumerate the evils of civil services.

6. Elaborate the concepts of moral and motivation in public administration Enumerate the measures to improve the moral and motivation in administration.

B.A. (Part-I) Examination, 2009

(10+2+3 Pattern)   (Faculty of Arts)

[Also common with subsidiary Paper of B.A. (Hons.)Part-I]

(Three Year Scheme of 10+2+3 Pattern)

Public Administration

First Paper : Elements of Public Administration

Total Time : Three Hours   **Max. Marks.: 100**

Part-I (Objective)

Time: 1 Hour   **Max. Marks: 40**

Question Nos. 1-20 (Each question carries 1 mark). Question Nos. 21.30 (Each question carries 2 marks give the answers of these questions in not more than 15-20 words each.

1.   Public Administration is important because of:
       (a)   Fear of war   (b)   Protector of civilization
       (c)   Socio-Economic Development   (d)   All of the above

2.   Public Administrative as a 'Discipline' was born in the:
       (a)   United Kingdom   (b)   U.S.A.
       (c)   France   (d)   Sweden

3.   Principle of Span of Control is strongly supported by:
       (a)   L.D. White   (b)   F.W. Taylor
       (c)   Henry Fayol   (d)   Gullick

4.   Co-ordination in an organization implies:
       (a)   Separation of several Parts
       (b)   Dividing the work
       (c)   Integration of several parts into an orderly whole
       (d)   Both (b) and (c) as well

5.   Delegated legislation refers to:
       (a)   Interpretation of laws by Judiciary

    (b)   Rule making power of executive
    (c)   Law making power of legislature
    (d)   Both (a) and (b) as well

6.   Gracunas law is associated with:
    (a)   Delegation
    (b)   Hierarchy
    (c)   Span of control
    (d)   Decision making

7.   The basic features of Hierarchy is:
    (a)   Decentralization
    (b)   Division of work
    (c)   Superior-subordinate relationship
    (d)   None of the above

8.   Doctors, Engineers and Economists working in Government organizations, are which type of (Agency) officials?
    (a)   Public undertaking agency
    (b)   Line (Agency) official
    (c)   Staff (Agency) official
    (d)   Public Corporation officials

9.   Public Personnel Administration in concerned with all those operation having for the purpose:
    (a)   to attract the best personnel
    (b)   to make them able to work
    (c)   keep them retained the organization
    (d)   All of the above

10.   In Maslow's "Need Hierarchy" social or love needs arise after the fulfillment of:
    (a)   Ego needs
    (b)   Security needs
    (c)   Physical needs
    (d)   Self actualization needs

11. Who wrote the book "Principles of Organization"
    (a) Mooney   (b) Henry Fayol
    (c) Reiley   (d) Both (a) & (c)

12. The public Administration is concerned with the operations of:
    (a) Planning the work to done
    (b) Policy decision making
    (c) Formulation and implementation of goals
    (d) All of the above

13. The basis of classification of civil services in personnel Administration are/can be:
    (a) Classes
    (b) Services
    (c) pay scales/positions
    (d) All of the above

14. Methods to improve the Morale in organization are:
    (a) Job satisfaction   (b) Facilities
    (c) Job Training   (d) All of the above

15. In case, "our civilization fails; it will be mainly because of a breakdown of administration". Who said it?
    (a) L.D. White   (b) W.B. Donham
    (c) Woodrow Wilson   (d) M.E. Dimock

16. Public Administration as a social science:
    (a) is related with (to) other social sciences
    (b) is an independent discipline
    (c) Both (a) and (b) as well
    (d) neither (a) nor (b)

17. Public administration and Private administration stand:
    (a) two are separate with much difference
    (b) difference between them is of degree rather than kind
    (c) both belong to the area of general administration
    (d) none of the above

18. Name the father of scientific management:
    (a) Elton Mayo   (b) Woodrwo Wilson
    (c) Luther Gullick   (d) F.W. Taylor

19. Elements of leadership are:
    (a) Followers are there
    (b) Commands respect and obedience
    (c) Leads in Taking initiative
    (d) All of the above

20. Name the main function of staff agencies in an organization:
    (a) Formulating the policy   (b) to advise
    (c) To control   (d) None of the above

21. State the elements of Delegation.

22. Write two features of formal organization.

23. Narrate two (each) features of Public and Private Administrative.

24. Pen-down the principles of promotion.

25. Bring out two types of Leadership.

26. Explain two functions of Chief Executive.

27. Put-down two motivation factors in Administration.

28. State two features of Bureaucracy.

29. Enumerate two elements of Authority in organization.

30. Explain the concept of Public Relations.

Part-II (Descriptive)

Time: 2 Hours **Max. Marks : 60**

Attempt three questions, selecting one question from each Section. All questions carry equal 20 marks.

Section-A

1. Elaborate the nature and scope of Public Administration. State the reasons for the increase in the scope of Public Administration.

2. State the factors contributing to the increase in the importance of Public Administration. What is its (PADM) future?

Section-B

3. Explain the concepts 'Line' and 'Staff' agencies in an Administrative organization. Narrate their (line and staff) functions and relationship.

4. Narrate the elements of Delegation. Elaborate the advantage and limitation of delegation in an organization.

Section-C

5. Examine the nature of Bureaucracy. Enumerate the evils of Bureaucracy in an administration organization.

6. Elaborate the principles of promotion for personnel in administration. State which one of the principles is more suitable and how?

B.A. (Part-I) Examination, 2008

(10+2+3 Pattern)   (Faculty of Arts)

[Also common with subsidiary Paper of B.A. (Hons.)Part-I]

(Three Year Scheme of 10+2+3 Pattern)

Public Administration

First Paper : Elements of Public Administration

Total Time : Three Hours   **Max. Marks.: 100**

Part-I (Objective)

Time: 1 Hour   **Max. Marks: 40**

Question Nos. 1-20 (Each question carries 1 mark). Question Nos. 21.30 (Each question carries 2 marks give the answers of these questions in not more than 15-20 words each.

1.   What is the main function of Staff Agency in Administration?
        (a)   To advice   (b)   Policy Formulation
        (c)   Control over subordinates   (d)   Policy implementation

2.   Which one of the following is not a determinant factor of span of control?
        (a)   Age of organization
        (b)   Ability of the superior
        (c)   Age of superior
        (d)   Nature of activity performed by subordinate

3.   Public Administration is related to:
        (a)   What and how of the government
        (b)   Government of Action
        (c)   Detailed and systematic application of law
        (d)   All of the above

4.   Police Department is a/an:
        (a)   Staff Agency
        (b)   Auxiliary Staff Agency

(c)   Line Agency

(d)   Auxiliary Agency

5.   Who is known as father of Public Administration?
(a)   H. Simon
(b)   L.D. White
(c)   Woodrow Wilson
(d)   Willoughby

6.   Who is the Author of Introduction to the Study of Public Administration
(a)   Waldoo
(b)   L.D. White
(c)   Woodrow Wilson
(d)   Gulick

7.   Managerial view of Public Administration was subscribed by:
(a)   Luther Gulick   (b)   L.D. White
(c)   Willoughby   (d)   Marshall Dimock

8.   In micro sense Public Administration is concerned with the:
(a)   Legislative
(b)   Executive
(c)   Judiciary
(d)   All of the above

9.   Out of the following which one is not a technique of co-ordination?
(a)   Planning   (b)   Responsibility
(c)   Budget   (d)   Written Command

10.   Main defect of Hierarchy is:
(a)   Lack of Co-ordnation
(b)   Delay in work
(c)   Wastefulness
(d)   None of the above

11.   A basic knowledge of Psychology helps an administrator in:
(a)   Motivating the people

(b) Improving interpersonal relation
(c) Developing team spirit in employees
(d) All of the above

12. In which sense Public Administrative in different from private Administration?
(a) Legislative Control
(b) Productivity
(c) Management Techniques
(d) Financial Management

13. The administrative reforms which mainly aim of reducing delay is called:
(a) Behavioral Reforms
(b) Structural Reforms
(c) Procedural Reforms
(d) Financial Reforms

14. In "POSDCORB" the letter 'P' stand for:
(a) Power   (b) Planning
(c) Project   (d) Performance

15. The method of attract able and qualified persons is called:
(a) Negative recruitment   (b) Positive recruitment
(c) Active Recruitment   (d) Passive recruitment

16. Delegated Legislation refer to:
(a) Law making power of legislature
(b) rule making power of executive
(c) Both (a) and (b)
(d) Interpretation of law by Judiciary

17. The "Unity of Command" is strongly supported by:
(a) Taylor   (b) Fayol
(c) White   (d) Gulick

18. The concept of line and staff agency is related by:
(a) Police Administration

     (b)   Military Administration
     (c)   Public Administration
     (d)   None of the above

19.   The author of the book "The functions of executive" was:
     (a)   Chester Barnard   (b)   H. Simon
     (c)   Dwight Waldoo   (d)   Fred Riggs

20.   Which of the following is not a line agency?
     (a)   Department
     (b)   Corporation
     (c)   Public undertaking
     (d)   Union Public Service Commission

21.   Write the meaning of Public Administration.

22.   Define Centralization.

23.   State any two points of relation between law and Public Administration.

24.   Write any two merits of good communication.

25.   Write any four functions of Personnel Administration.

26.   Write principles of promotion.

27.   Write the steps in the process of Decision making.

28.   Write any four functions of chief executive.

29.   Define deligation

30.   Explain the concept of Public Relation.

Part-II (Descriptive)

Time: 2 Hours   **Max. Marks : 60**

Attempt three questions, selecting one question from each Section. All questions carry equal 20 marks.

Section-A

1.   Bring out the similarities and difference between private Administration and Public Administration. Has Privatization brought them closer?

2.   Discuss the relationship of Public Administration with Political Science

Section-B

3.   Define and enumerate the difference between formal and informal organization. Are they complementary to each other?

4.   Explain the meaning of unity of command, hierarchy and span of control and discuss the importance of these principles in an organization.

Section-C

5.   Discuss the meaning of civil service and explain its evils.

6.   Explain the concepts of morale and motivation in Public Administration. Enumerate the measures to improve the morale and motivation in Administration.

B.A. (Part-I) Examination, 2007

(10+2+3 Pattern)   (Faculty of Arts)

[Also common with subsidiary Paper of B.A. (Hons.)Part-I]

(Three Year Scheme of 10+2+3 Pattern)

Public Administration
First Paper : Elements of Public Administration

Total Time : Three Hours   **Max. Marks.: 100**

Part-I (Objective)

Time: 1 Hour   **Max. Marks: 40**

Question Nos. 1-20 (Each question carries 1 mark). Question Nos. 21.30 (Each question carries 2 marks give the answers of these questions in not more than 15-20 words each.

1. The objective of training is:
   - (a) to create work still in the employee
   - (b) to broaden his outlook
   - (c) to make him fit higher duty and responsibility
   - (d) All of the above

2. Role of Public Administration in Democracy is of:
   - (a) Ruler
   - (b) Mediator
   - (c) Servant
   - (d) None of the above

3. Measures to improve the morale in organization are:
   - (a) Job Satisfaction
   - (b) Job training
   - (c) Facilities
   - (d) All of the above

4. Delegation is based on the principle of:
   - (a) Hierarchy

    (b)   Unity of command
    (c)   Span of control
    (d)   All of the above

5.   Humanistic approach to study administration lays greater emphasis on:
    (a)   Economic incentives
    (b)   Formal organization
    (c)   Strict control
    (d)   Informal Organization

6.   What important function of management has not been included in the word "POSDCORB"?
    (a)   Organizing
    (b)   Staffing
    (c)   Reporting
    (d)   Supervising

7.   The book Administrative behavior is written by:
    (a)   Herman Finer   (b)   Herbert A. Simon
    (c)   Peter Drucker   (d)   George R. Terry

8.   The word "Bureaucracy" is related to…………language.
    (a)   Spanish
    (b)   English German
    (c)   German
    (d)   French

9.   V.A. Graicuna's formula is related to:
    (a)   Unity of Command   (b)   span of control
    (c)   Delegation   (d)   Hierarchy

10.   Hierarchy as the principle of organization means:
    (a)   Division of positions
    (b)   Classification of positions
    (c)   Determination of positions
    (d)   Systematic arrangement of positions

11.   Union Public Service Commission is:
        (a)   Line Agency
        (b)   Staff Agency
        (c)   Special Agency
        (d)   All of the above

12.   Which of the following is/are methods of supervision?
        (a)   Work budget
        (b)   Reports
        (c)   Inspections
        (d)   All of the above

13.   "Spoil System" of giving entry into service belonged to:
        (a)   Britain
        (b)   France
        (c)   America
        (d)   India

14.   Media of public relation are:
        (a)   Radio   (b)   T.V.
        (c)   Newspaper   (d)   All of the above

15.   In which country the knowledge of law is essential for civil services:
        (a)   UK   (b)   USA
        (c)   France   (d)   Japan

16.   Which of the following is not the features of effective leadership?
        (a)   Integrity
        (b)   Lack of confidence
        (c)   Capacity to take decisions
        (d)   Enthusiasm and tolerance

17.   Which country have single executive?
        (a)   India
        (b)   France
        (c)   Japan
        (d)   U.S.A.

18. Who said that principle of organization are proverbs:
    (a)   Waldo   (b)   Simon
    (c)   Appleby   (d)   White

19. The merit of centralization is:
    (a)   Economy
    (b)   Uniformity in Administration
    (c)   Supreme national interest
    (d)   All of the above

20. Which of the following has been first to study bureaucracy systematically?
    (a)   Robert C. Stone   (b)   Carl J. Fredrich
    (c)   Max Weber   (d)   F.M. Marx

21. List our two causes of growing importance of Public Administration.

22. What do you understand by "POSDCORB"?

23. Give two necessary factors for maintaining morale.

24. Define Supervision.

25. What do you mean by Direct Recruitment?

26. What is Decentralization?

27. What do you mean by "Public Administration".

28. Write the types of Recruitment.

29. Define Hierarchy.

30. State two functions of the chief executive.

Part-II (Descriptive)

Time: 2 Hours **Max. Marks : 60**

Attempt three questions, selecting one question from each Section. All questions carry equal 20 marks.

Section-A

1. Define Public Administration. Bring cut clearly its nature and scope.

2. Enumerate the salient features of Humanistic approach. State its limitations.

Section-B

3. Define Hierarchy. Explain its advantages and disadvantages. How can we overcome the disadvantages of Hierarchy?

4. What do you understand by Chief Executive? Analyze the role and functions of Chief Executive in Administration.

Section-C

5. Discuss the role of civil services in a dev eloping society. How are these civil services classified in India?

6. Discuss the system of Recruitment to All Indian Services.

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