NEW ASPECTS OF

PUBLIC ADMINISTRATION

Handwritten Notes

Topics Covered by Monish Bhawale

- **Post Modernism, Post Positivism, Post Structuralism**
- **Gender Perspective in Public Administration**
- **Critiques of Weber (Peter Blau, Alvin Gouldner, etc.)**
- **Thinkers – Waldo, Karl Marx & Peter Drucker**
- **New Public Governance, Strategic Contingency Theory, Resource Dependency Theory etc.**

Dwight Waldo

1. Works
2. Administration is not Ahistorical
3. Critic of C.T
4. Critic of B.T
5. "Modern Org" Theory
6. Administ^n & Democracy
7. Future Org"
8.

I. Works

1) Administrative State
2) (B), Democracy & Hypocracy
3) The Study of Public Administration.

Waldo ──── ① Asst. Prof ── California Univ
Academic { ② Prof ── Sc
③ ASPA ──→ gives Dwight Waldo Award.
④ NASPAA

Practisioner { ⑤ Analyst in Bureau of Budget
⑥ Invited to improve Italian Adm

II   **Administration is not Ahistorical**

(Ahistorical) — before 1887 P.A didn't exist
Mughal, Kautilyan, etc.

Adm ⟷ Conditn

- Waldo had a significant influence on the teaching & the theory of P.A in the 2nd half of 20th CB. (1950 → onwards)

- His imp. publications include —
  (1) Adm^ve State
  (2) Bureaucracy, Democracy & Hypocracy
  (3) The Study of Public Administration
  (4) ⑧ & Democracy, a strained relationship.

- He was also an academician & a practitioner as well

- As an academician, he did his PhD in Political Science,
    worked as (1) Asst Prof in Univ of California
              (2) Prof in Sy
    also associated with ASPA
                        NASPAA
                        CAG (CPA)

○ As a practioner :-

  (i) he worked as analyst in Bureau of Budget
  (2) invited to study the Italian Adm & to suggest
      improvements. where he realised the
   limitations of principles of P.A.

⤴ His Contributions

A. Public administration is not aHistorical / Historical.

- P.A traditionally adopted an ahistorical
  approach. i.e TPA considered the beginning
  of P.A from the publication of wilson's essay 1887
  in 1887 (The Study of Adm). It rejected all the
  past practices as irrational, superstitious.
  Modernism marked as the beginning of P.A

- Waldo rejected this Ahistorical approach
  as adm & civilisn have co-existed & nurished
 each other.

  He considered history as prologue of P.A

  Both contri to each others development.

- Adm gives a framework to constⁿ by creating a foundation & govt-adm-constⁿ are inter-linked.

III. Critic of CT (Taylor, Fayol, Weber, Gulick/Urwick, Mooney & Riley)
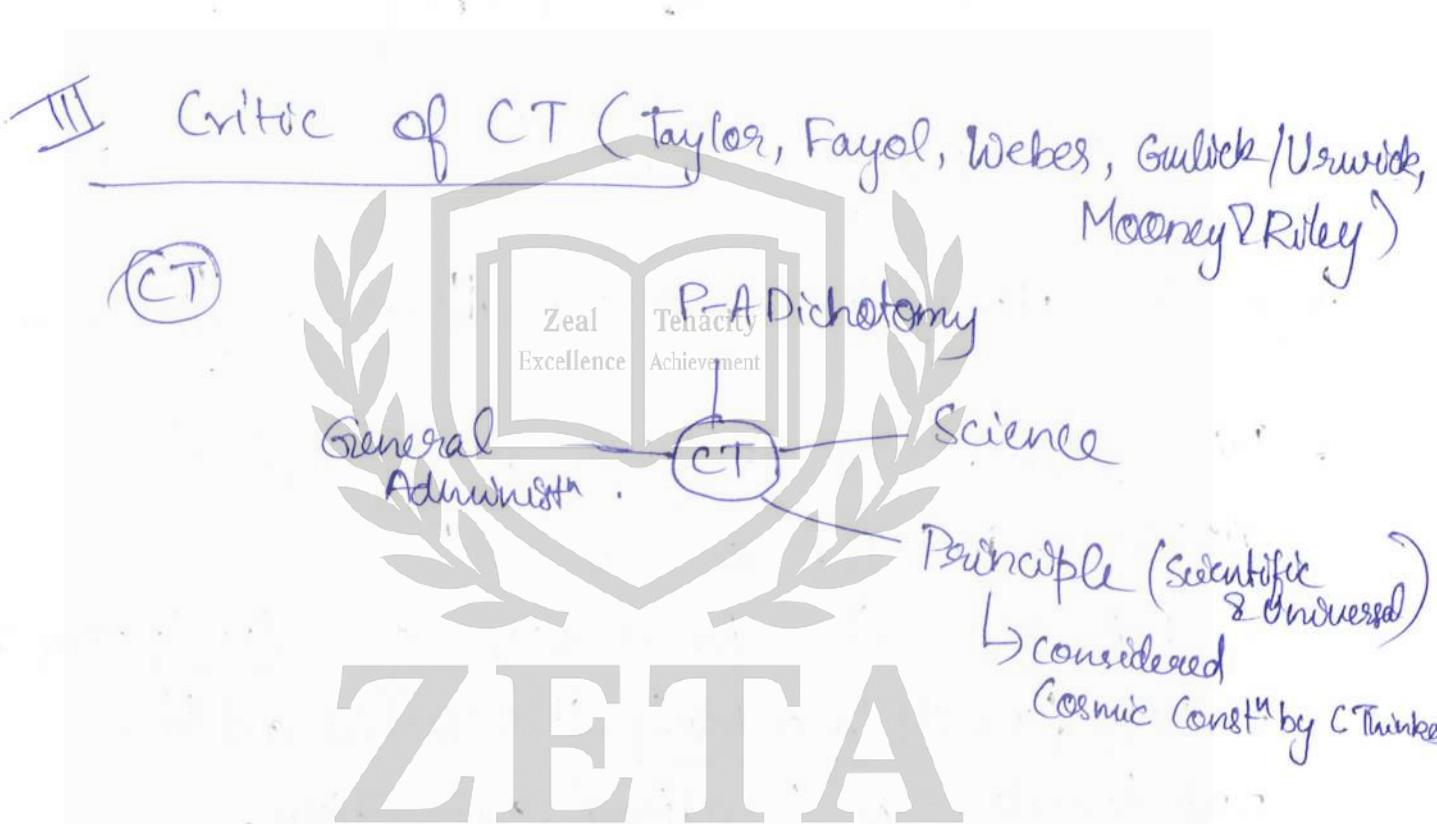
- C.T based their foundatⁿ on 4 aspects:-
(1) P-A dichotomy
(2) P-A as science
(3) Principles are universal & scientific
(4) General Adm (Public = Pvt)

Waldo rejects all the 4 aspects.

(1) Dichotomy

rejects it on both normative & empirical basis.

As they operate inter-dependently
b/w each other.

Waldo outlined that P-A dichotomy was
advocated by C.T because w/o separation
democracy will become centrifugal (both will
destroy democracy) & separation ensures
democracy remain centripetal (centralisⁿ)

Politics ──→ Policy Formulation ⎫ ?policy I → MPLADS.
Adm ──→ P·I - P·F→ NITI, Secretariat ⎬ Influence
Donoughmore Comt → Bulkiest Ⓛ   ⎭ eachother.
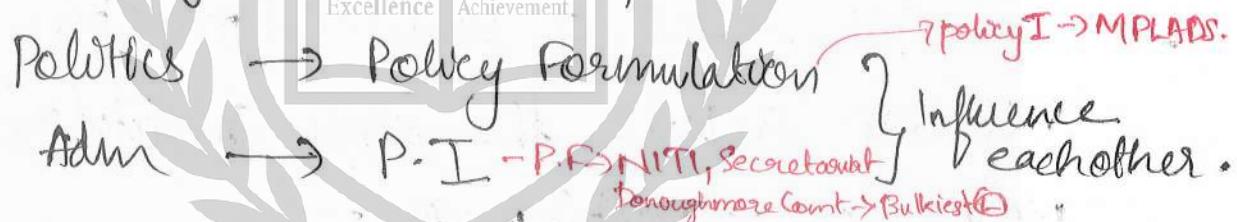
i.e there should be Politics-Adm fusion.

- He also says, "If P-A are separated, P·A
  would be relegated to a lower field
  i.e counting no' of sewer holes in country."

(c) P·A as Science

─ The scientific nature of P·A was based on the
  rejection of Rule of Thumb, but Waldo says
  it is nothing but applicⁿ of common sense.
─ The creatⁿ of P·A as science isn't authentic
  as P·A can't ignore irrational & emotional
  aspects (Values as dichotomy is rejected)
  ↳ Failure of CDP 1952. SGR (due to non-considering-Values

& as P.A is abt administering public &
humans are <u>emotional animal</u>.

- He remarks atmost P.A can be
<u>Applied Science</u> i.e mix of Art & Science
in which <u>more of an art</u>.

③ <u>Principles</u>.
- The C.T talks of universal principles.
& Waldo rejects the <u>Cosmic Constitutional</u>
nature of principles as —
they reject the <u>specificity</u> in adm because
it doesn't tell in which situation, which
principle is effective.

(4) <u>Generic Management</u>
- Waldo rejects the generic management
claim by C.T 'as public & Pvt Org are
totally different.
↳ Public Orgⁿ operate in <u>envir of Constⁿ</u> &
<u>Politics & Adm</u> which influence eachother.
& co

IV. Critic of BT

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                    ┌────────┐
                    │   OT   │
                    └────────┘
       ┌──────┬──────────┼──────────────┬─────────────┐
      CT    neo-CT       BT        Participative    MOT/Systems
            Follett    Barnard      McGregor        • Systems
            & Mayo     & Simon      Argyris         • Contingency Theory
                                    Likert          • Strategic C.T
                                                    • Resource Dependence Th
                                                    • Social Capital
                                                       (Robert Putnam)
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→ Waldo calls Simon = Radical Conservatinist
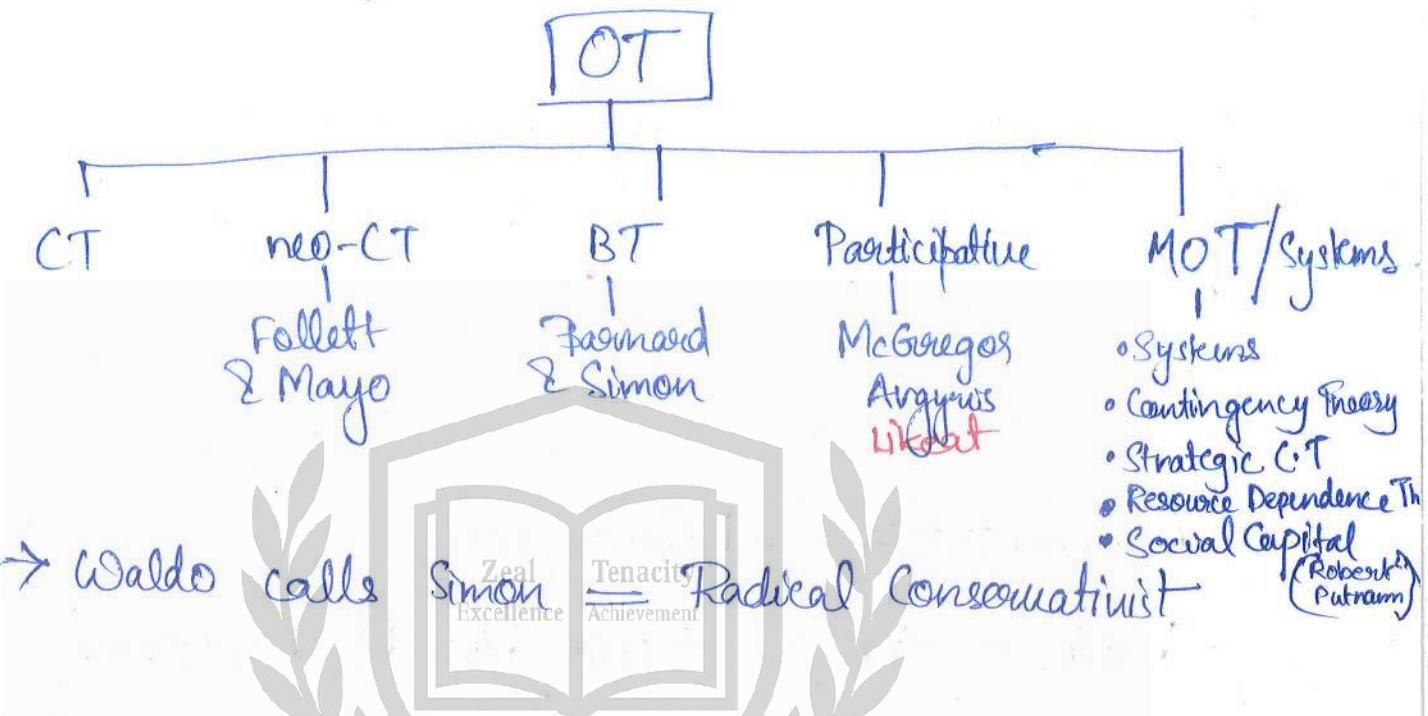
- The B.T radically rejected the C.T but continued with the same theme of C.T i.e focussing on managerialism, efficiency (MEP) & positivism (scientific nature of P.A) B. [Fact - Value dichotomy → value free science]

- Waldo says fact - value dichotomy emphasised by [Simon] is impractical & impossible to eliminate values. as in Adm value are inevitable & also desireable.

- [Waldo] considers [Simon] as Radical Conservative person as on 1 hand, he rejected CT but emphasised on all the aspects of C-T thru MEP. & introd Politics-Adm dichotomy from Backdoor.

V. Critic of MOT

- He rejected MOT as MOT dehumanised the Orgⁿ. as it didn't considered effects of env on human. (MOT focused how env affect structure)

VI. Administration & Democracy
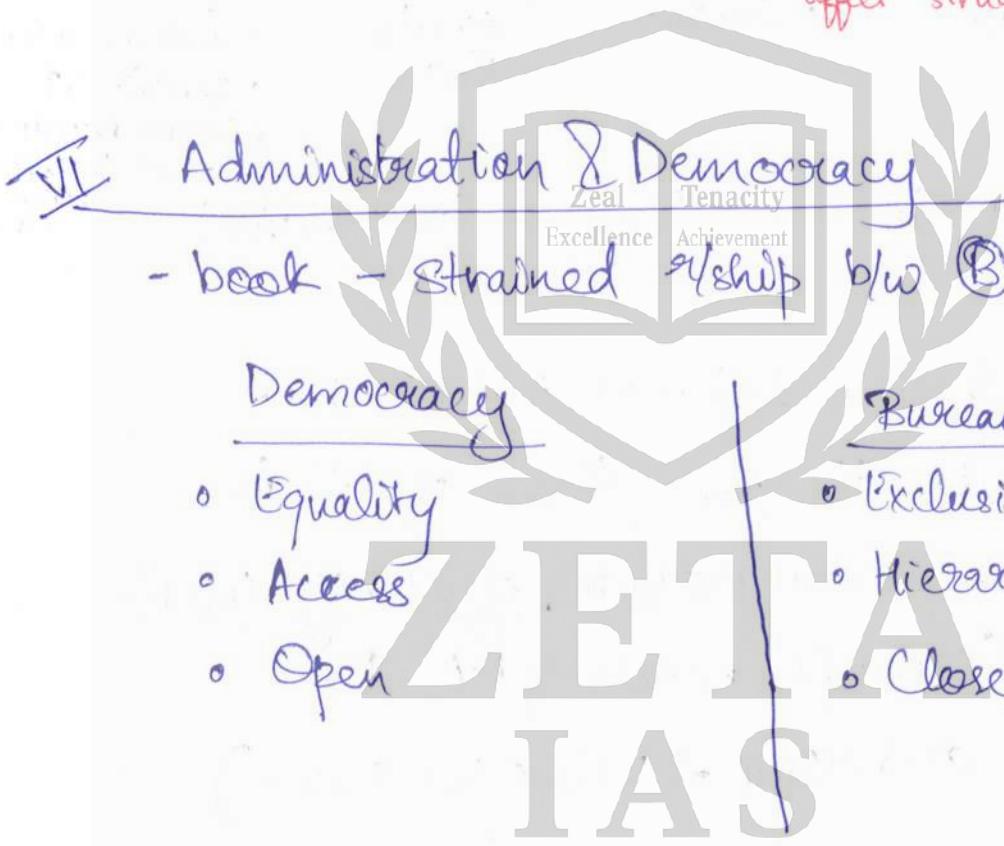
- book - Strained r/ship b/w (B) & Democracy

Democracy	Bureaucracy
o Equality	o Exclusivity
o Access	o Hierarchy
o Open	o Closed

- Waldo's view on Adm that there's a constant tension b/w (B) & Democracy as given abv.

∴ Waldo dismisses the (B) rationality & para- pyramidal orgⁿ.

- (B) will continue but it is a terminal value & the substitute will be from the marriage of Democracy & (B) (Democratic decentralisⁿ) Participative

based on politics-adm fusion through the idea of applied science.

- [NPA] brought the new romanticism in P.A. by giving pref ar to
  - feelings over reason
  - senses over mind
  - creativity over rules.

VII Organisation of the Future

- New Tech will be created to process info faster — AI

- Power Centre will be those org^n which are scientifically & technologically advanced

- Future org^n will be mix of public & put.

VIII Criticism

i) He rejected all the existing theories but didn't provide any alternative

Qn Although Waldo considers Politics –Adm Dichotomy at odds with political theory, he considers political theory as another aspects of P.Adm (20M)

Karl Marx

I   Works

II   Origin of ⑧

III Hegel

IV   Attack on ⑧   (Parasatic Rule)

V   Theory of Alienation

VI   Karl Marx v/s Max Weber.

I Works

→ 1) Critique   of Hegel   5) Das Kapital

  2) Poverty of philosophy

→ 3) Communist Manifesto

  4) Holy Family

II Origin of ⑧ → from 4 Aspects

1) Religion

2) State

3) Trade & Commerce

4) Technology

i) Religion

Karl Marx inspired the foundation of many regimes of the world. No debate on state, society & adm is complete w/o the discussion on Karl Marx.

I Works

1) Critique of Hegelian's Philosophy of Right
2) Communist Manifesto
3) Holy Family
4) Poverty of Philosophy.

II Origins of Bureaucracy

& He traces the origin of Ⓑ from 4 sources — Religion, State, Trade & Commerce & Technology.

1. Religion —

The earliest Ⓑ consisted of Religious clergy performing rituals & armed functions delegated to keep order.

Aristocracy (Estate II)

2. State

- As there was a transition from primitive egalitarian society to civil society divided into social classes. So there was centralisn of authority.

- State formulated laws & enforced them which gave rise to officialdome.

- State also mediated b/w the people.

3. Trade & Commerce

- Growth of trade gave new dimension to the Ⓑ so it was reqd. to keep accounts & enforcement of rules.

- So eventually the total amt. of work involved in commercial adm outgrew the work in govt adm

  📝 Br came as traders.

- Stability reqd for Trade & prosperity

4. Tech.

- As machines will replace humans but people still be reqd. to design & operate these machines.

- This type of Ⓑ is called as Technocracy which will create income for Technocrats

  📝 FAANG Co's have combined Mkt Market Cap > GDP India.   & not respectin class

III   Critic to Hegel

- Hegel gave the connotation to M.Weber.
  ↳ #B as mediator b/w State & People
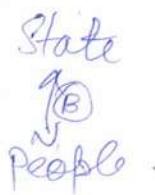
State
↓
B
↓
People.

Hegel's Views

- He views B as link b/w State & Civil Society & acts a mediator.
- B is ~~supposed~~ works for universal interest.
- B is recruited from the middle class which self starts serving & lives in instability.
  ↳ These aspects are over-ridden when they become part of B. Once they became part, B's ethos ensures public interest & hierarchy gives stability. (Aspirants B is seen as stable career option)

They are checked by

Internal Check ⟶ Bureaucratic ethos

External Check ⟶ Prince. (Top)

People's grievance (Bottom)
+ Press & Public opinion

Karl Marx's attack on (B)

A. Parasatic role of (B)

- Marx denies organic position to (B) & calls them in the society parasites. designed to maintain status-quo & privileges of the dominant section of the society.

- (B) acts as an instrument of exploitation, *used by Bourgeoise, to exploit proletariat* functions in a mysterious manner, operates in secrecy. These all aspects are protected by the hierarchy & it becomes a closed corporation because of which masses develop alienation.

- (B)

B. Characteristics of (B) Destroyed

- DoW
- Merit
- Rules
- Hierarchy

(i) Division of Labour

- makes capitalistic society v. productive as workers do all the productive activity & capitalists & (B)* do all the intellectual activity

Workers ⟶ Productive / proletariat

(Bourgeoisie) Cap

- The benefits of higher productivity are cornered by the capitalists & workers get low wages.

↑ productivity ⟶ ↑ Unemployment (Taylor soldiering)
⤷ ↑ Profit ⟶ ↑ Use of Tech, R&D)
(Amazon — 14000 layoff) — Gigworkers.
due to use of AI)
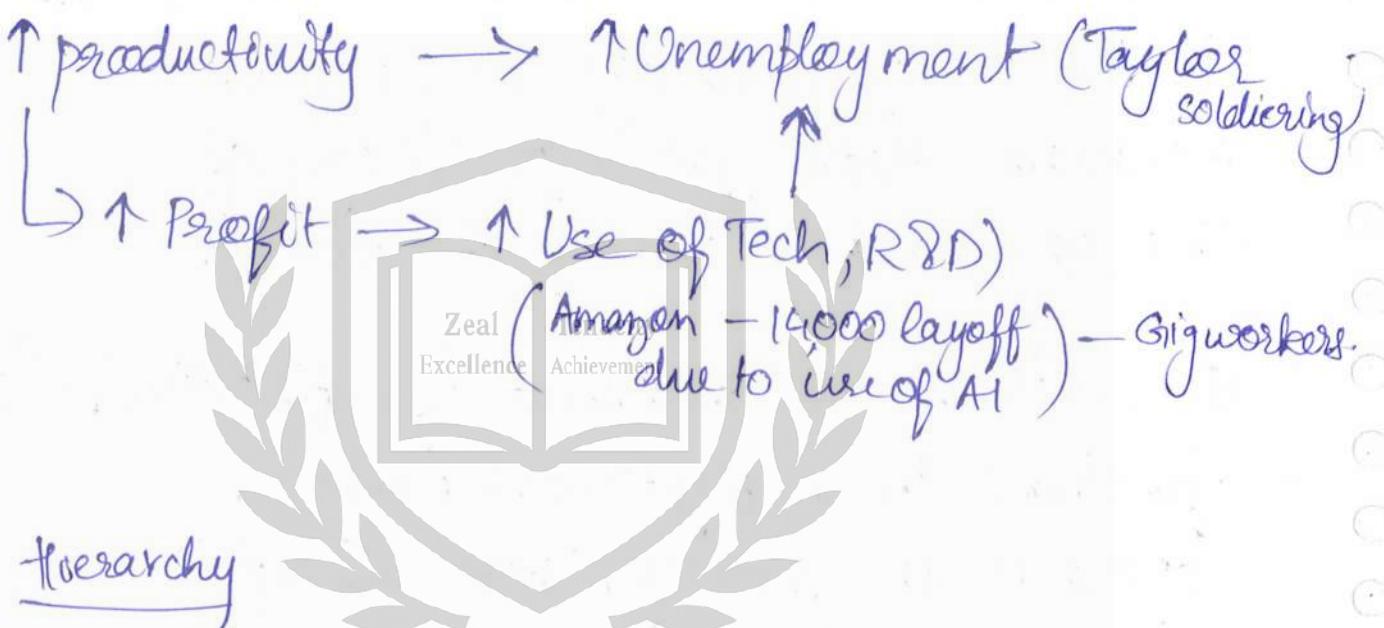
(2) Hierarchy

- The hierarchy is the hierarchy of knowledge which ties the hands & feets of the masses. As more evilness increases, hierarchy becomes more centralised, more bigger & taller & officials remain more united

→ You can't do anything even if you enter

(3) Re Merit

- Recruitment through competitive exam perpetuates the capitalistic agenda of exploitⁿ of masses. as it can't ensure Statesmanship. as exam ensures that people

only from upper class with costly higher edⁿ are able to enter the ⑬.

Higher edⁿ also incorporates behaviour needed for Capitalism.

(4) Rules

⑬ remains attatched to rules than to humans & even their own social life becomes dead.

Ⅴ Theory of Alienation

Under the current modern capitalist setup, workers will lose control over their lives & they'll become mere cog in a gigantic impersonal machinery.

This will result in to

(1) Loss of Freedom
(2) " " Creativity
(3) " " Humanity
(4) " " Morality

(1) <u>Loss of Freedom</u>

workers will be closely supervised, rule bound
coerced, controlled & threatened with
punishment

→ Excessive Rules, — Guy

(2) <u>Loss of Creativity</u>

Because of DoW, no worker produces
whole product & so no satisfaction.
& no worker can think independently.

(3) <u>Loss of Humanity</u>

Workers will tend to function like
machines thereby losing humanity

(4) <u>Loss of Morality</u>

All these lead to loss of morality
& worker will ~~treats~~ be like
animal

<u>Proletariate Revolution</u>

First there'll be abolition of state
& then ~~the~~ Ⓑ will wither away.

- The degree of centralism will determine the amt of violence reqd to bring the revolution.

- Ⓑ will be brought under the control of masses. & they'll be elected by universal suffrage. & can be removed anytime which is a deathblow to Ⓑ.

- So mock responsibility will be replaced by real responsibility. as they'll be under continuous public supervision.

Marx	Weber
1) -ve connotation of Ⓑ	1) +ve
2) Class division	2) Origin rationality in society
3) Parasitic, instru of exploitⁿ	3) Bureaucratic ethos
4) Will wither away	4) Ⓑ becomes institutionalised.

Qn ⑤ ~~doesn't~~ do not automatically reflect the prevailing social structure but pervert & disfigure them. Critically Analyse (15M)

Peter Drucker

1. Life & Work
2. Generic Management
3. 6 Sins committed by Govt Org^n.
4. Bench marking
5. MBO - Mgmt By Objective
6. KBO - Knowledge Based Org^n
7. Criticism

I Life & Work

- Modern Management

Works — (i) Effective Management
(ii) Management of Future

- Peter Drucker laid the foundation of Modern Management & took a humanistic approach i.e focussing on the people of the org^n.

- He designed the 1st Executive MBA Prog in USA.
& worked as consultant to many Co's — IBM, GE, GM, etc.

- He was also awarded the President Medal of Freedom

- His imp. works include :-
  (i) The Practise of Management
  (ii) Effective Management
  (iii) Management of Future

II Generic Management

Drucker

- Waldo believed management is generic.
  It doesn't specifically belong to business orgⁿ. or any other profession. Management is part of both Public & Pvt Orgⁿ.

- The word 'management' didn't originate in the business sector rather is the City Administration in the USA who appointed City Managers & was 1st time formally used in the US Army in 1901.

- As during the great depression, as there was angst against business cohich that time was associated coith management & to make sure this hostility doesn't reach the public sector, the mgmt in public sector was rechristened as Public Administration.

- <u>90%</u> of the mgmt is same - <u>generic</u> & diff lies only in the <u>10%</u> acc to specific history, culture, mission of orgⁿ, etc

Principles

- He was opinion that principles remained relevant even now - hierarchy, DoW.

' "Those who say <u>hierarchy is dead</u> are uttering <u>total nonsense</u>."

In this context, he commented ~~tha~~

[management should not tell "^{us}what we to do but only tell us what not to do.]

- Mgmt is relevant to govt because

  ① Govt → regulating → economy

  CSO

  → also welfare

  ② Managers' ^{/Put} also join govt → if not relevant they wouldn't fit.

III. 6 Sins of Govt Orgⁿ

- Calls govt orgⁿ to be fat, flabby & expensive.
- He gives 6 sins :-
  (1) Lofty Objective
  (2) Fat is beautiful
  (3) Dogmatism
  (4) Not Learning from Experience.
  (5) Immortality
  (6) Several ~~Times~~ Things together.

- Peter Drucker studied the US Govt & found it to be flat, flabby & expensive. → DOGE, Agnineer,

- He gave 6 sins which public orgⁿ commit which makes them inefficient

(1) Lofty Objective — Having objective w/o any specific, micro goals is a sure way to disaster. Eg Viksit Bharat / Doubling Farmer's Income by 2021

(2) Fat is beautiful — Overstaffing eats into the Govt budget & makes it highly inefficient Eg Min Govt Max Gov / Agnineer.

(3) Dogmatism — Believing particular way of doing things & best way of doing thing which hampers innovation & creativity in Govt Orgⁿ.

(4) **Immortality** — of prog & orgⁿ w/o having an expiry date. Schemes & prog continue even if they are irrelevant.

eg i.e why <u>Zerobase Budgetting</u>

(5) <u>Not Learning from Past Experience</u> — due to which, orgⁿ creates mistakes again & again

(6) <u>Doing several things w/o Prioritisn</u> — orgⁿ remains trapped in routine activities.

→ Drucker says avoiding these 6 sins don't automatically ensures high performance but is a precurssor.

<u>Solutions</u>

1) Benchmarking
2) Negative Incentives
3) Management by Objectives

- McGregor → TY
- Argyris → Matrix
- Likert → Linkpin.
→ Kudumbashree - SHG
↪ Techniques of Adm

1) i) <u>Benchmarking</u> — comparing perf with others for continuous improvement.

2) <u>Negative Incentive</u> — Individual perf below benchmark → wage cut, penalty, fine

3) MBO — Management by Objective

- An effective management must direct the vision & effort of all managers towards a common goal.

- Every manager should participate in the development of the common goal

- Each manager from CEO to foreman should spell out their own objective & promote team work.

MBO $\longrightarrow$ Self Control
$\downarrow$
Motivation
$\downarrow$
High Perf

PM — Viksit Bharat
/ | \
Gov Council   Linkpin.

CM
/ | \
DM PM
$\downarrow$
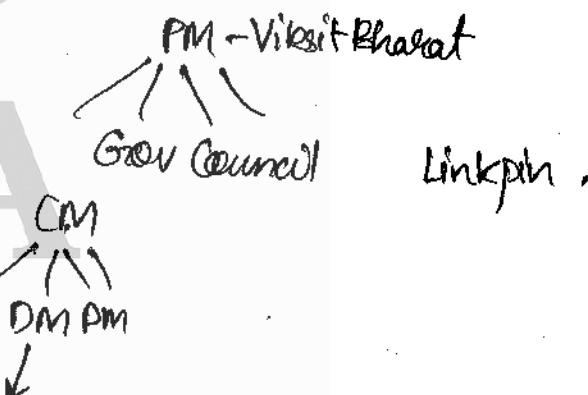
Cons
1. Manipulat" by higher manager
2. No link with perf & reward
3. Doesn't have a theoretical foundation

Knowledge Based Organisations

- Drucker predicted info will bring major changes in society. & Knowledgeable worker will dominate the org^n. who are specialist & professional managers.

- This new worker will be based on knowledge & not physical labour.

> Knowledge $\rightarrow$ existing task = Productivity
> Knowledge + new task = Innovation.

- Factors that determine the productivity of a knowledge worker are :-

(i) ~~Autonomy~~ Task Specificity.

(2) Autonomy

(3) Responsibility

(4) Continuous Learning

(5) Continuous Innovation

(6) Quality of Output.

1. Knowledgeable worker should focus on specific tasks & not on general management.

2. Employer should give <u>autonomy</u> to the knowledgeable worker & there should be attitude change in the entire orgⁿ.

3.

<u>Criticism</u>
- Of MBO

i) He is like a <u>good journalist</u> who has assimilated the works of others.
    (Not something new)

Qn Drucker position on government is highly critical, anti-statist & bureaucratic Bashing. Examine (15M)

Post Modernism

1. Why post modernism came into being? Context
2. Post-Modernism — Approaches ⎯ Phenomenological approach
   - → Fox Miller
   - → Authentic Discourse
   - → Structuration Theory
   - → Critical Theory of Habermas
   - → Governmentality by M. Foucault
3. Appli^n in P.A

I Context

Post Society before Modern → Modernism → Post-Modernism

(Defic Approach) Religion dominated ⟵ 16th CE Modern Era

Church, Superstitious/ supernatural powers

- Life is controlled by God
- Rule of Thumb.

- Renaissance
- IR
- Rationality/ Science.
- Taylorism + experiment
  ↓
  Scientificism
- MW
- Adm Mgmt Theory (Fayol, Gulick & Urwick)
  or
  Orthodox Theory
  or

- Till the 16th CE, there was a deific approach & a supernatural approach to life; that life is controlled by God & validity of Knowledge was from the church & religious sculptures. In a way, life was controlled by value, belief & experiences.

- 16th CE onwards with enlightenment, Renaissance & IR gave birth to Modernism & Positivism which gave emphasise to Scienticism, Rationality, Universalism & Technology.

- Further, there was emphasis on Empericism i.e knowledge can't be accepted on the basis of belief, values rather observation & experimentation.

Modernity in PubAd

1) Institution impacted Wilson — Constn } studied → Principles
   Instn } by him.

2) Taylor — Scientific Mgmt; Experiments

3) Weber — P L-R Ⓑ

4) C-T — Universalism, 14 Principles by Fayol.

Post-Modernism

→ Highly critical of Modernity $\Big\{$ Suppress, Repress, Exploit $\Big\}$ Society

→ On Pub. Ad
  (1) Centralism → Alienation of People
  (2) Attack on △ Fayol, Taylor, POSDCORB

→ >< Deconstructs the truth
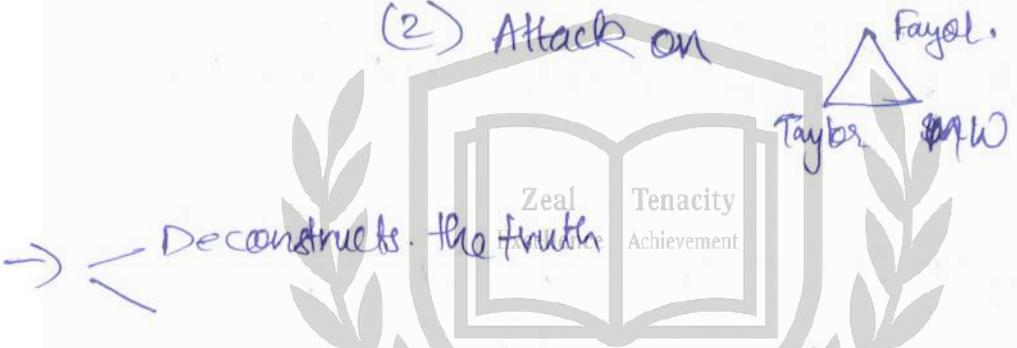
- Post Modernism is a recent development b/w late 1960-80s. & is an umbrella concept of various approaches & dev. (Post-Modernism also has overlap with Post-Structuralism & Post-Positivism)

Why Post Modernism came into existence?

Instead of making mankind liberated, Modernism resulted in suppression, oppression & destruction

In context of P.A
  • SMT → human as cog in machine
  • MW → centralism, corruption
  • C.T → Universal principles rejected

1. Post Modernism led to deconstruction of truth
(Truth is not 1 /Ratio Weberian Rationality is not
only truth & SM alone doesn't lead to best way of
doing work

2. PM is anti-foundational - rejecting grand narratives
& foundation of P.A. (C.A)

Approaches in Post Modernism

1) Phenomenological Approach
2) Structuration Theory
3) Fox & Miller's Authentic Discourse
4) Critical Theory of Jergen Habermas
5) Gouernmentality of M. Foucault . Foucault

I Phenomenological Approach

- It rejects objectivity & gives emphasis on
subjectivity & inter-subjectivity
i.e how a context influence a phenomena
& a phenomena influence a context

(Context) → (Pheno)
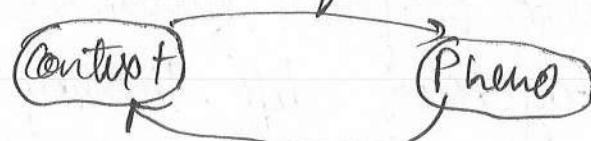
Honey Report ————→ NPA
Philadelphia Conf.
JFK

Berger & Luckman says there's a
social construction of reality i.e
ideas & events don't have a static
meaning rather they're shaped by
human experiences. Humans give new
meaning to rules, laws based on their
experiences & ability, based on their
subjectivity & inter-subjectivity

[eg] Street level (B) → BNS — revol^n — justice in P. Station — HM
                                                                    Amit
                         ↳ Ground → Custodial Death.

II Structuration Theory

Over a period of time, practices, symbols
& values get repeated then form a structure.
A Structure performs a specific function.
i.e the structure created by principles
should perform specific functions based
on rationality, scientism & objectivity

But structures also perform functions
which are all together diff. thereby
redefining the entire structure & even
emerge as a new structure.

Even the functions can shape the structure

[J] Judicial Overreach shapes the structure of (J) in such a way that it starts to act like a Parliament — ex. [V.P.] Jagdeep Dankar

III Fox & Miller's' Authentic Discourse Theory

It is based on 2 fundamental aspects

(1) Public Energy Field

(2) The Authentic Discourse

(1) Public Energy Field —

The TPA *Traditional* based on the concept of (B) distinguishes b/w Rationality & Irrationality.

It creates experts (B) & thereby exclusivity

Universal truth   ignores   Subjectivity
Rationality   "   Irrationality

thereby it ignores non-Bureaucratic Inst's.

The Public Energy Field gives voices to the people (SHG, CSO, Resident Welfare Association)
↳ It destroys the territory of (B) & promotes deterritorisation.

It brings habits, experiences & values of people in the Ⓑ

But if everyone participates, it results into anarchy & chaos.

So there should be an Authentic Discourse which includes 4 aspects.

(i) Sincerity - those who participate should have mutual trust & confidence otherwise or it will poison the discourse.

(2) Intentionality - Participants should've right discussion & should focus on the specific discussion & not have vague discussion.

(3) Willing Attention - Participants should be flexible, non-judgemental, allow others to open-up.

(4) Expertise - Participants must've atleast some expertise not necessarily formal expertise Ⓑ

They say - there shouldn't be too much talk nor few talk but some talk.

Farmas viewed Post Modernism shift grand narrative to micro narrative & gives voice to minority & women.

IV Governmentality by Faucault Micheal

→ Governing as per rationality

→ Feels abt itself

→ how it rules.
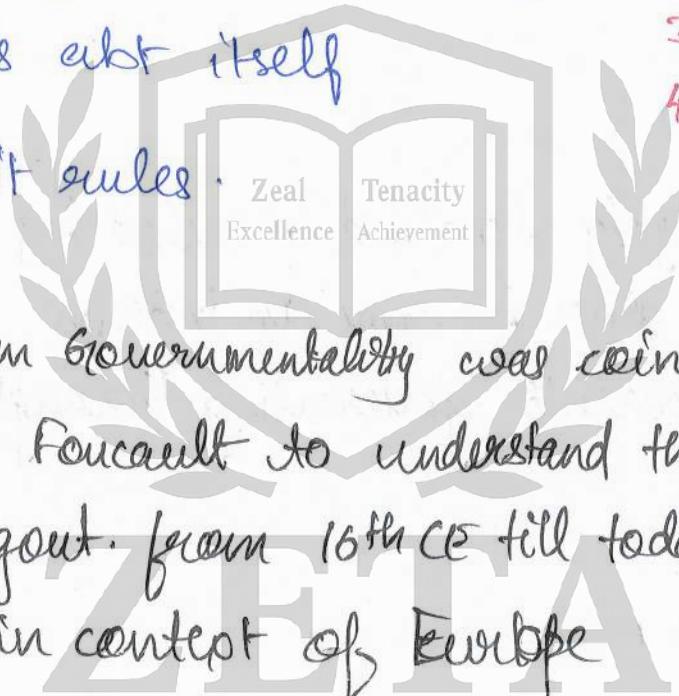
1. Governmentality
2. Evolution
3. Concept of Power
4. Neo-Liberal Paradigm

- The term Governmentality was coined by Micheal Foucault to understand the rule of the gout. from 16th CE till today. more in context of Europe

- It means Governing through rationality The way gout understands itself & how it rules. i.e its role.

Evolution in context of Governmentality

Before ———16th———17th———18th———20th | Neoliberal Paradigm

- Localised
- No Uniformity
- No Rationality

- Territory
- Police State

- Things imp
  ↗ ↖
  People things

- John Locke
  &
  ↳ Free Will/
  General will.
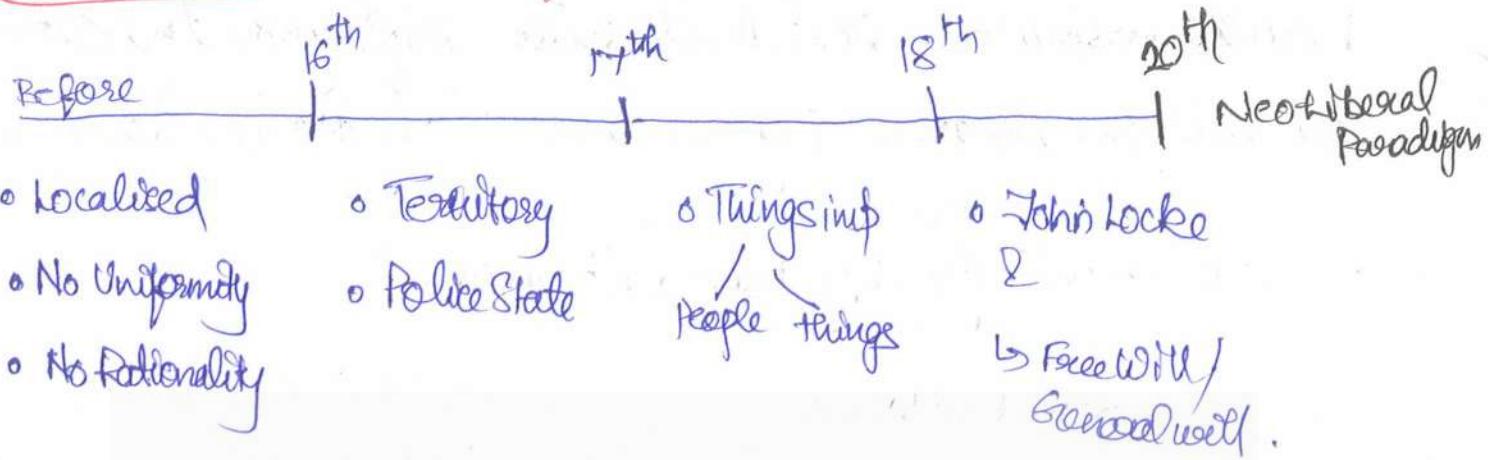
→ **Prior to 16th CE** – Feudalism

Adm was highly localised & ruled by local chiefs. who became an insth in themself & weren't governing through rationality.

→ **16th Onwards** 1500→

With the end of Feudalism, Territory of a Nation came up. The idea of governing came up. The 16th CE was concerned with territory. The 1°

1° motive was to protect territory & expand it. (Janapada of Kautilya - Saptanga Theory)

↳ So it was kind of Police State & Coercive State

→ **17th CE** (1600-1700)

is significant in many terms as there was an understanding of democracy & period

of renaissance. As there was abolition
of church rule which lead to secularism
of Politics & the Government's concerns
shifted from Territory to the Things
(People + Few material output (territory))
Focus was more on wealth mgmt.

Hence Government became an ART
Government was managing things not
for people's prosperity but for own prosperity
as only Healthy people can ensure long term
dev't
(Happiness of King lies in Happiness of his
subject) —Kautilya)

→ 18ᵗʰ CE (1700–1800)

With the contribⁿ of John Locke &
Adam Fergusson who said an individual
is an entity in itself i.e a person by virtue
of being Human being has some inalienable
Rights — RT Life
            RT Property
            RT Liberty

State's role is to help people enjoy these
rights.

But people don't enjoy this true freewill in true sense, they are constrained by the
- Family
- Society
- Government

Their thinking is government governed & influenced by these variables, what what they have been taught how " " " broughtup.

Foucault's views on Power

1) Coercive Power,
2) Private Power,
3) Persuation, Mediation, Bargaining

He viewed power as a game which is not only based in Gout. but also present in multiple form. so he gave 3 perspectives of power :-

1) Coercive Power — where power is exercised by the Gout by way of rules, regⁿ, by becoming a Police State
Sonam Wangchuk arrest under NSA

2) <u>Private Interaction</u> — which he also considered as power game where friends, families, exercises power like parents influencing children, private inst's, hospitals, controlling people's behaviour.

3) <u>Non-coercive power</u> — under which an impression is given that power isn't exercised & individual is free but power is exercised thou bargaining, persuasion & mediation. He claims this type of power as the most dangerous.
- eg. [US President] offering mediation b/w India-Pak during Op. Sindhoor.

Foucault's View of Neo-Liberal Era   • Christopher Hood.

With the Neo-Liberal Paradigm, the state has been <u>decentralised</u> in the form of market & pushed further away from the <u>humanistic</u> values such as <u>communityness</u>, <u>brotherhood</u>, & market became more & more powerfull. It totally captured the functioning of the

society. Only a mythical notion of freedom is created & human is becoming more & more of unfree, individual is totally captured by market, media, cinema. (Even today, humans are captured by social media, OTT, etc.)

"Governance today is even more dangerous as self-control is replaced by coercive control by use of non-coercive power"

Governance through International Agencies

International Arena defined through governmentality promoted that every nation is sovereign & free to take decisions but in real sense nations aren't free to take decisions.

Eg WB's Aid conditionalities

Sn. Gouernmentality has been a flux b/w technology of Domination & technology of self. Expand (15M)

Post-Positivism

1. Positivism
2. Post-Positivism
3. Constructionism
4. Interpretivism
5. Critical Theory

Study
- Ontology → What to study — P.A ⟹ Initially E
  → then LIEJ
  → P.VI -
- Epiestemology → How to Study — P.A ⟹ C.A — Empirical
  & B.A
  → NPA — Normative
  → MBC III— Methodological
  Pluralism

~~Ontology deals~~

There are 2 Broad dimensions in any discipline :-
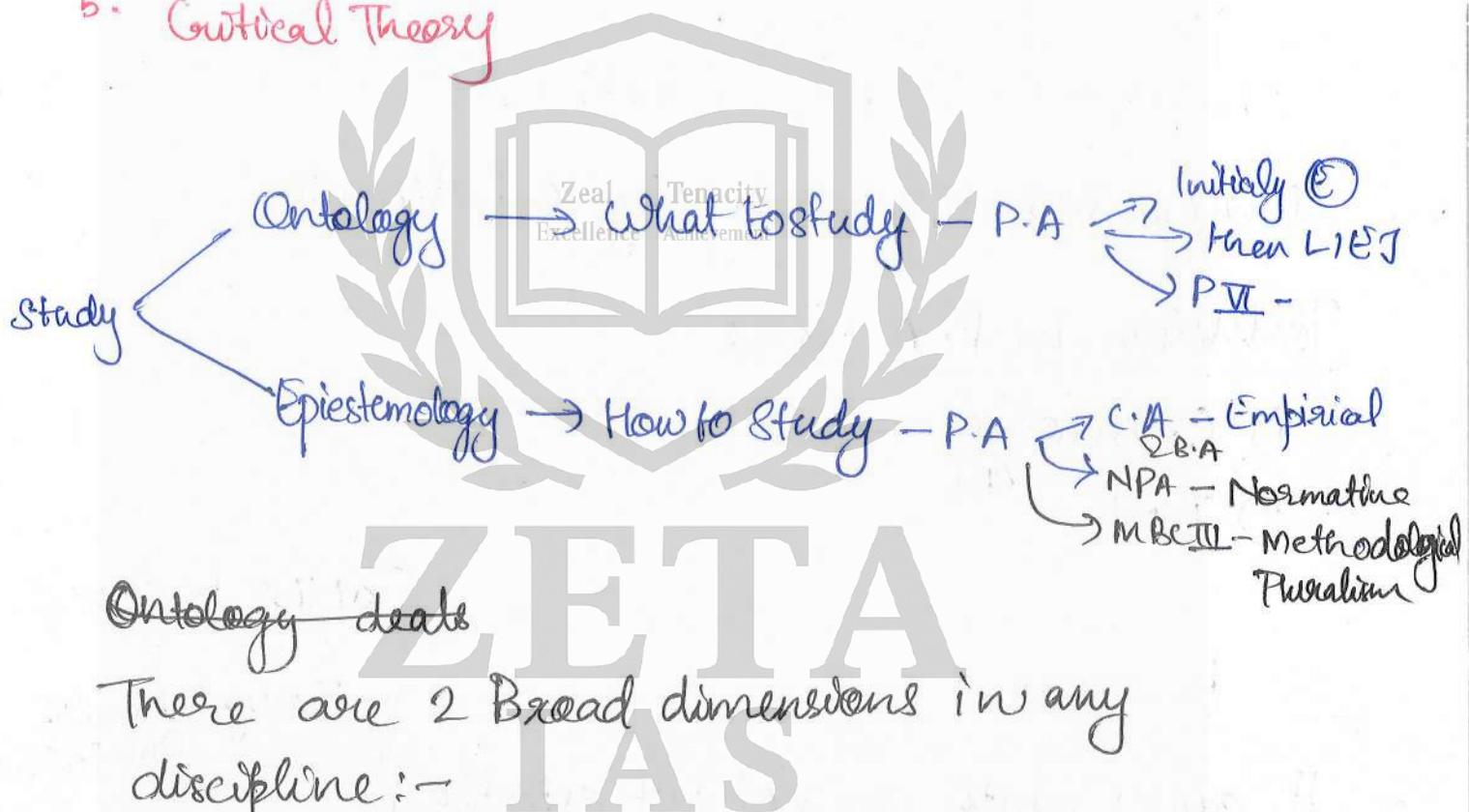
1) [Ontology] – i.e. what to study
2) [Epistemology] – i.e. How to Study / How to get reliable info.

Ontology & Epistemology will differ subject to subject

Ontology of Physics = Gravity, Time, Distance, etc
"   "   P.A   = Govt, CSO, Mkt

Epistemology of P.A was based on Observation, experimentation & like SMT of Taylor.

Post Modernism in P.A gave emph on habits, experiences, conventi'

Positivism

- The era of Positivism started with I.R & Renaissance. It gave emph on rationality, science & technology.

- Knowledge was to be obtained from empirical perspective i.e through observation, experimentation.

- It rejected the meta-physical elements

Positivism in P.A are

1) C. Theories
2) B.T   HRT

Post-Positivism

- It gave emph on not just expertise & rationality but also on non-expertise & irrationality like

  people's experience, habit, conventions & beliefs are also important.

- Post-Positivism in P.A can be understood by
  - constructionism
  - Interpretivism
  - Critical Theory

○ NPA precursor based on timeline though kind of Post-Positive

- Census not necessarily reliable & may not be totally true as it can't capture people's experiences, traditional practices.

- "Truth also can differ ~~time~~ with space & time"

- Positivist take info only from sensory organs. but it may not be totally reliable.
  There should be <u>qualitative approach</u> which incorporate convention, beliefs, etc.

Note – Post-Positivism has similar ingredients as to Post-Modernism & Post-Structuralism (Overlap)
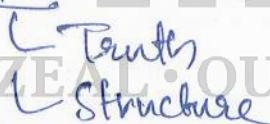
• Constructivism
  └ Truth
  └ Structure

○ Interpretivism
  └ Pheno
  └ Root Cause

~~Constructivism~~ Constructivism

→ Truth is relative, facts are relative
what maybe true today, mayn't be true
tomorrow

    ↳ Truth varies with space (society) &
time.

    ↳ Weber would say Truth is 1 i.e
Bureaucratic Rationality but it also
results in corruption, exclusivity

~~Democracy~~
Truth of Democracy will lead to
people's empowerment but can also
lead to enslavement

→ Variable Structure —

    Structure mayn't have 1 meaning but
it varies from orgⁿ to orgⁿ & with space
& time. What may be good today may
not be good tomorrow.

Eg PC affected State Autonomy & as
it expanded CSS & later dismantled
in 2014 to form NITI Aayog

Interpretivism

→ It gives emphasis on the study of the phenomena, ~~how pheno~~
  ↳ how pheno influences context
    " context " pheno.

i.e Rules, regⁿ, principles aren't universal
universal. They are dependent on
how Govt, Ⓑ, people, etc interpret
it.

→ The approach should be to address the
root cause & not to address the issues
superficially
  🄴🄶 Corruption in India → Root cause not
                              yet addressed

→ Riggs studied the Adm in context of
ecology i.e how context influence the
pheno in adm in different countries.

Critical Theory
by Jergen Haebermas

1. What
2. 3 Generations of Critical Theory
3. J. Habermas (2G)
4. Applic^n in P.A

I. Critical Theory was highly critical of the existing <u>state</u> of affairs based on <u>rationality</u>, <u>logic</u> & <u>reason</u>.

- Humans suffer from <u>false Conscience</u>. as it validates something <u>unfree</u> as <u>Free</u>

- Structure, Rationality, etc are capturing in nature as <u>Standardis^n</u>, <u>Universalis^n</u> results in enslaving of Human Being.

- <u>Emancipation</u> will come by reason but reason based on <u>Self-criticality</u> & <u>self-consciousness</u>

II. There are 3 Generation of Thinkers in Critical Theory

1G → [Eric Form H. Marcuse] } emphasised on self-consciousness by understanding culture, family & community.

2G → [Habermas] — existing technology is capturing rationality & calls for a shift from Philosophy of rationality & consumerism to Philosophy of languages

3G → [Honneth & Benhabib] } — They reject meta & grand narratives & give emphasis for micro-narratives sub-altern activities.

III. J. Habermas

Rational human being is a <u>cultural consumer</u> i.e; human being is totally captured by the instrument of rationality. Human being doesn't truely enjoy Liberty Equality Fraternity

but is a mere cog in political ~~writ~~ wheel

- Emancipation can happen through language i.e people from diverse culture, background will come together, deliberate & create an ideal free speech situation which will create norms & structures which will reflect the life-world (based on their exp, belief & understanding)

- He rejects Civic Republicism & Liberal Democracy & advocates for deliberative democracy.

IV Implications to PA

→ Common Sense Truth = Rationality w/i Rationality

→ Results in 180° shift
   RTI shift a/c Topdown to bottom up.

   NPA also ensured 180° shift

People

Philo of Language & Deliberative Democracy
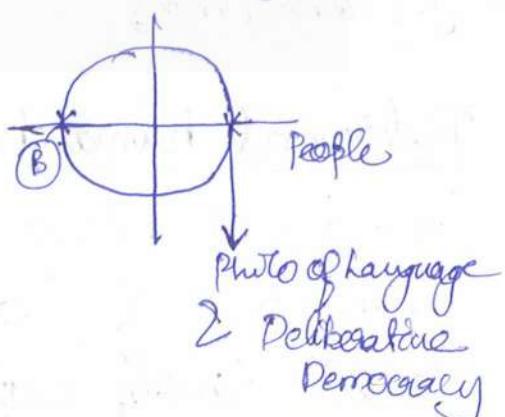
- [SMT, CT, & MO] believed in rationality but that is capturing in nature & will not free the individual.

- Adm based on hierarchy, centralisⁿ will not promote (Liberty, Eq & Justice) in true sense

- It gives emph on 2 initiatives :-

A. Adm should be able to see the common

Common sense truth i·e to see rationality w/i the existing rationality.

  ↳ This will happen when there is depureaucratisⁿ & humanisatⁿ of adm.

B. There should be an innovative initiative to bring about 180° Shift i.e People. should participate in deliberative democracy & Adm should not work for self interest but public interest.

In a way Critical Theory promotes anti-Adm & MO is anti-foundational to P.A.

Deliberative Democracy should ensure there is particⁿ from diff background esp from subaltern section. & deliberation shouldn't mean consultation. People should be able to question & decisions should be taken based on the philosophy of languages. (Habermas)

- Critical Theory outlines people can't be governed by the same law. ~~It is~~
  It is not monolithic but interdisciplinary

Post-Structuralism

1. Structure
2. Post-Structuralism
3. Jacques Derrida
4. Lyotard

I Structuralism

- A word is understandable because it has an inherent meaning, grammar which gives a specific interrelationship with other words.

    🖎 GoI is a word, it's inherent grammar is PM, CoM, & Adm, etc. It has a r/ship with people i.e other words.

- This results into a cause & effect r/ship which leads to predictability & uniformity of that structure i.e a structure has a definite meaning, symbol, logo.
    🖎 GoI → Governance

Habits of Mind

Grooming of a structure since its inception leads to formⁿ of habits of mind which creates frames & structure functions through those frames.

🖎 GoI habits welfare of the poor, I.S, etc.

– Post-structuralism is a shift from this habits of mind which is discomforting & uncomfortable i.e why there is resistance to Adm reforms by the Ⓑ. (habits of mind) because it disturbs the habits of mind of Ⓑ.

Post Structuralist Perspective on Historicism

Historicism is a definite course of history.

→ Historicism " " " " " " " " " "   (Ideology)

it is development of future which is definite. Modern State has progressed & will progress more in the near future.

→ [Post Structuralism] rejects this Historicism perspective as it says modern State has not necessarily progressed but regressed as well.   (Eg. Withdrawal of LE in 2024)

III with Weberian Ⓑ as well as Ⓑ has also regressed as there is Bureaucratic corruption, high handedness

I·R also has been regressive like the centres of I·R today has been converted today into Rust Bowls.

Post-structuralism also outlies the imp of abstract elements such as :-

(1) [Unknowingness] - Everything can't be known. *(eg Simon's cognitive limit⁰. Startups.)*
(a) When things are unknown, Structures can't have definite meaning & word.

Its activities can't be fully controlled. so there will remain unpredictability.

(2) [Luck] - Many events & situation can't be predicted as there's element of luck involved which can lead to both desirable & undesirable effects *(eg SIR Protests / Farm /)*

Post-structuralism is anti-foundational, it rejects the law of identity & the idea that rational (B) is efficient ;

Jacques Derrida

- Deconstructionism

Jacques Derrida → words don't gave inherent meaning, their meaning & grammar are shaped by a particular context.

Structures don't have an inherent meaning but shaped by their context. i.e there's a deconstruction & negation of normalism.

It leads to de-territorisation & creative imagination

eg The context of weberian Ⓑ was I.R,
                                         Capitalism
                                         Protestant Ethics.

But today, the context is different so the weberian Ⓑ needs to be deconstructed.
Deconstructionism is anti-power. It frees Adm & political action from totalising Paranoia.

He outlines the need for Juxtaposition by bringing 2 constructing elements together

eg Centralisⁿ & Decentralisⁿ
   PM & P.I
   Ⓑ & people.

which will give structures & organic position which will be mobile & adaptive.

Lyotard

He rejects the permanency & stable Ⓑ.
It should draw powers from ideas of the people & from the social discourse.

There should be continuous writing, rewriting & restructuring of Adm

Implicⁿ of P.A

Practice

P.A should incorp <u>ideas of the people</u>. Everyone <u>in orgⁿ</u> should be part of D.M along with people from <u>outside orgⁿ</u>, as well.

Discipline

The study of P.A should be <u>de-territorised</u> i.e not remain <u>fixated</u> on the <u>vocabulary</u> of P.A but also economics, sociology, etc. so that there is <u>epistemological pluralism</u> in P.A.

~~Alexa~~ Alvin Gouldner criticism on Max Weber
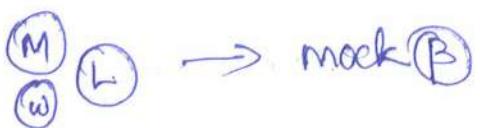
M - managers
W - workers
L - Law

$(M) (L) \rightarrow$ mock (B)
(W)

$(M \cancel{L}) (\dot{w}) \rightarrow$ Punishment Centered $(B) \rightarrow 1°$ Tension $\xrightarrow{\text{New}}$ Rules $\rightarrow 2° \rightarrow$ Rip.

$((M)(W)) \rightarrow$ Representative (B)
$\quad L$
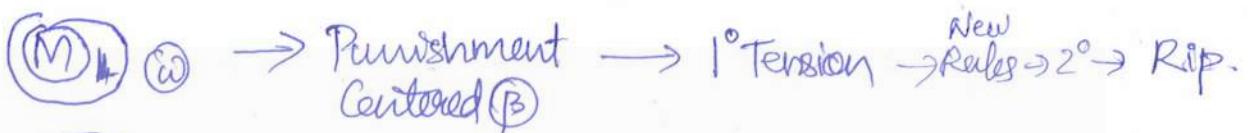
He conducted an empirical study & found that in a rational (B), an individual is not totally captured as every individual will have diff interest w/i an org.

Manager's interest can be diff from Worker's interest & vice-versa & the interest of both of them can have diff from existing law.

He gives the foll. situations :-

1) When Manager's interests overlaps with the law but are diff from the Worker's interests which results in strict supervision as Manager's want high productivity & efficiency which leads to threats & coercion & Gouldner termed it as Punishment Centric (B)

(2) When both M & W's interests.
don't overlap with the legal interests
which results in law not being followed
i.e law being mocked

He termed it as mock B

eg Env Laws, Taxation, etc.

(3) When interests of M & W overlap
with the legal interest

eg Safety & Security laws in Orgⁿ.
This type of B, he is called Representative B

So there exist not just 1 Rational B in Orgⁿ.
but also mock & Punishment Centric B.
As there's a wide spread presence of
Punishment Centric B in Orgⁿ, it results
in 1° Tension.

To get rid of 1° Tension, more rules & strict
supervision is incorporated which further results
in 2° Tension. & Orgⁿ becomes less & less effective
& gets disintegrated.

Marshall Mayer gave

Orgⁿ
new
Rules

Rules

new
Orgⁿ

PC → N.A

Robert Merton

- Goal Displacement —
- Rules end in itself

→ Other Critiques of Weber

1) Peter Blau
2) Rober Jackall
3) Richard Edwards
→ ④ Ritzer — McDonaldisation
→ ⑤ RDT

Peter Blau

- Empirical Study
  - → State Employment Agencies
  - → Auditor's Dept

SEA

Ⓡ
↓
Ⓜ

Auditor's Office
↓
Audit —Report→ Supervisor
discrepency
↓ ✗
among them
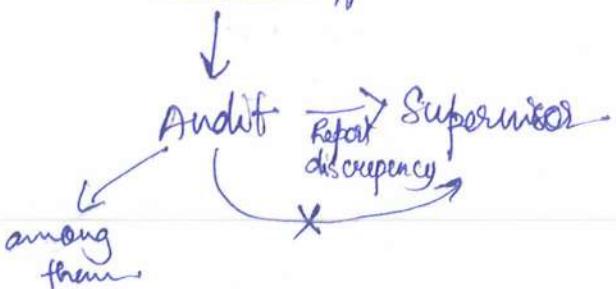
- Peter Blau undertook an empirical study of the State Employment Agency & the Auditor's Dept. which were based on Weberian L-R (B).

- He found out org'isational Rationality was replaced by Individual Rationality as humans are creative beings, they modify the rules, regulations & rationality in the Org^n.

A. State Employment Agency

Peter Blau analysed the behaviour of the Receptionist & the Interviewer.

↳ (R) receives applic^n, scrutinise them & filters them & forward to (I) (those not eligible)

↳ (I) - identify the candidate suitable for specific job & rec for their placement.

But in actual practise, the (R) was placing everyone for the interview against her role to filter & Org^n principles due to empathy & relation she developed through interaction with each applicant.

- So in a way, in a rational Bureaucratic Org^n, empathy replaced Neutrality.

- The (I) — because the (R) recommending everyone for interview, the (I) got overburdened but he didn't mind as it increased the chance of people getting placed in agency → more incentives.

⤷ But as a result, incompetant & non-meritorious people got placed in Org^n so there was defiance of law → ↓productivity & efficiency.

⤷ Org^n Rationality replaced by Self Rationality

[Offe] called it Symbolic Substitutive Behaviour.

These findings were further enforced by behaviour
B. of Auditors in the Auditor's Dept.

↓

When Auditors found any discrepancy, they ~~in~~ should inform their functional supervisors i.e follow hierarchy △.

⤷ But in practise, they ~~clarified~~ clarified with their colleagues as if they disclosed the supervisors, they'll get punished & also it was easier to

easier talk to colleagues & supervisors were themself busy.

- This again proves that Org^n Rationality gets replaced by Individual Rationality.

Peter Blau's study also validates the study of Alvin Gouldner. (Mock ⑧)

Robert Jackall

- He outlined that the moral consciousness of people in the Org^n is not subdued by the Rationality in the Org^n.

- As authority in the Org^n doesn't operate at the level of Org^n rationality but at the level of on the level of the experiences that takes place in the day to day interaction between Superordinate & Subordinate i.e personal r/ship & not Weber's idea of authority. as it creates an impression that "I'm usefull".

Personal loyalty becomes more imp. than Technical Competence.
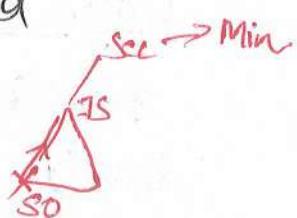
Individuals keep shaping & reshaping the Org^n with his/her persona &/f worthiness towards the job. This is called Partimonial Ⓑ

Richard Edwards

- In any Org^n, Human being maintain its <u>creative potential</u> & can't be completely captured.

In contemporary Org, there are 3 types of Control :-

    a) Individual Control — Superior → Sub.

    b) Bureaucratic Control — Rule, Procedure, Structure based.

    c) Technological Control = e-Samiksha, Bio-metric attendance.

- Individuals using the <u>creative potential</u> will find ways to <u>escape these controls</u> which will have <u>unintended consequences</u>.

Boyrs & Boyrs outlines how to deal with <u>unintended consequences</u>. i.e laws w/i Org^n should help the individuals what is expected from there. i.e they should be self-directed to Org^n Goals. If law

↳ If laws are enabling, it will lead to enabling ⑧ & not coercive ⑦.

McDonaldisation
(Relevance of Weber, SMT)   by George Ritzer.

- "When I go to McD, I see a bureaucratic society."
Many such restaurants are highly successful today as they operate on the Weberian & SMT principles of efficiency, calculateability, predictability & control.

1) Efficiency — They are also based on the Best way of doing work as it maintains standardisⁿ of material, labour & processes.

2) Calculateability — Everything is calculated & defined, eliminating the scope of creativity & human innovation as the person have to order from the defined menu & cook has to prepare a defined meal.

3) Pred

3) Predictability — Employers know what is expected from them as everything is standardised. Also, customers have to order from the limited menu.

4) [Control] — Things are made measureable
& quantifiable. No deviation is allowed.
No tips allowed. You've to pay before meal.
No one to serve. Also the entire Org^n reflects
a blue color org^n same uniform.

These all aspects reflect Taylor's Scientific Mgmt
& Weberian Structures. These type of org^n
are rapidly spreading in society

ATM = MacMoney
Food Delivery, Quick Commerce, Ed Tech
Ed Tech = MacEd^n (v. standardised)

There is Bureaucratic Rationalis^n of society

Resource Dependency Theory

— Pfeffer & Salnick

- An Org^n is dependent on a no' of <u>resources</u>, like skilled manpower, machines, raw materials, etc. on basis of which an <u>Org^n</u> functions.

- But all resources aren't vital for the Org^n. Some are v. <u>critical</u> & <u>scarce</u> w/o which an Org^n will <u>not be able to</u> function & it will disintegrate.

- The extend to which an Org^n is able to control & ^{utilise} & neutralise <u>these resources</u>, more Org^n will be successful.

<u>From Power Dynamics Perspective</u>

- An <u>individual</u> w/i Org^n who is able to <u>control</u> the <u>critical</u> & <u>scarce resources</u> will be <u>powerful</u>.

  ↳ So in a way in a way it <u>negates power</u> power based on posn i.e <u>Weberian Hierarchy</u>.

→ [M. Crozier's] study in France found that Maintenance Dept was exercising high power as it had the ability to deal with certainity & uncertainity

↳ w/o maintenance an Org^n couldn't function

University

In an University, Dept which had highest no' of students exercise more power as it had control over the funds.

- In GoI, PMO & MoHA
- In world, the Co which have control over RE REE are most powerful (China-60%)

[Hickson & Hinning] outlines-

Power is not necessarily based on custom of position rather outcome of one's control over critical & scarce resources & to deal with certainify & uncertainity.

Social Capital Theory

— Robert Putnam

○ Human Capital = Individual having knowledge & skill to deal with a problem is a human resource.

○ Social Capital = Ability of an individual in a network situation to successfully deal with various problems relevant to them.

Importance of social capital

- In the contemporary era, there's more & more emphasis on social capital as compared to traditional emphasis on individual i.e individualism

- Traditional idea of success based on individualism under modernism is a myth. i.e the modern thought was success is based on your ideas, your skills, & your knowledge.

- But in reality, success is based on one's ryship with others. as Human Capital itself is a Social Capital.

- Talents & Intelligence is basically a byproduct of social process from childhood to adulthood.

- Ed^n is socially influenced which defines the person's character

- People who are successful today, create a spider web of network around them. (Spiderweb Network has wide network, know a lot of people & therefore, would be

- An individual will 'ne higher capacity to deal with a problem if they are more, socially interlinked i.e
  the social Capital ensures that they are the right person, at right place at the right time.

```
┌─────────────┐       ┌──────────┐    Spider   ⎫
│ Right       │       │ Right    │ →  web      │
│ Talent      │   +   │ Social   │    of       ⎬  Successful
│ & Intelligence│     │ Capital  │    Relationship/ │
└─────────────┘       └──────────┘    Network  ⎭
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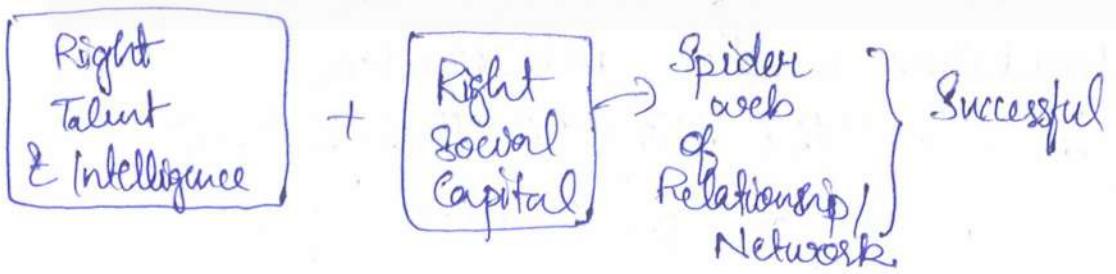
Implication of Social Capital to Organisation

Moral Trust + Confidence = ↑ Moral & Motiⁿ

⇓

↑ Productivity & efficiecy

- Social capital empowers the individuals, be it the administrator in Orgⁿ to deal with prob more effectively.

- Social Capital increases cooperation within the Orgⁿ which increases mutual trust & confidence. It leads to high motivⁿ & morale, higher productivity & satisfaction

SC → ↑ Coopⁿ → ↑ MT & Confidence → ↑ Motivⁿ & Morale

↓

"We feeling" ← ↑ Satisfaction ← ↑ Productivity

Espirit de Corps

- Social Capital leads to Complementality in Action i.e Individuals with diff strengths & weaknesses complement eachother & successfully overcome the weaknesses in the Orgⁿ.

- Social Capital → ↓ transaction cost, thereby maximising the use of knowledge & talent in Org^n.

- Social Capital promotes Org^nal learning, thereby reduces need for formal Tr.

- In a way, it leads to an enabling ®

& Today's era, mergers, acquisit^n, strategic alliances happen because of personal relations, acquaintances i.e social capital.

Robert Putnam Study in Italy

- Putnam found the 1 part of Italy was more developed than other part & had more no' of CSOs which results in higher social capital.

- Individuals are more interlinked, networks, thereby high awareness abt. various issues & made the adm. even more accountable. cont

- Compared to the lesser developed area where the presence of CSO was less

- Putnam's study highlights the relevance of Social Capital outside Org^n.
- Social Capital leads to conscientisation of society ie development of mutual trust & civic competence which will result in Civic Renewal (Urban L B, LB Renewal)

Gender Perspective in PubAd

- Science
  Power
  Centralis^n
  Rational

  Order
  Principles
  Authority

○ Camilla Steuers & Martha Nassbaum ✦

  ↳ Hobbson's Choice = Become like man in Org^n

Man	Women
Power	Social R/ship
Order	Team
Hierarchy	M Trust
Rationality	Emotional
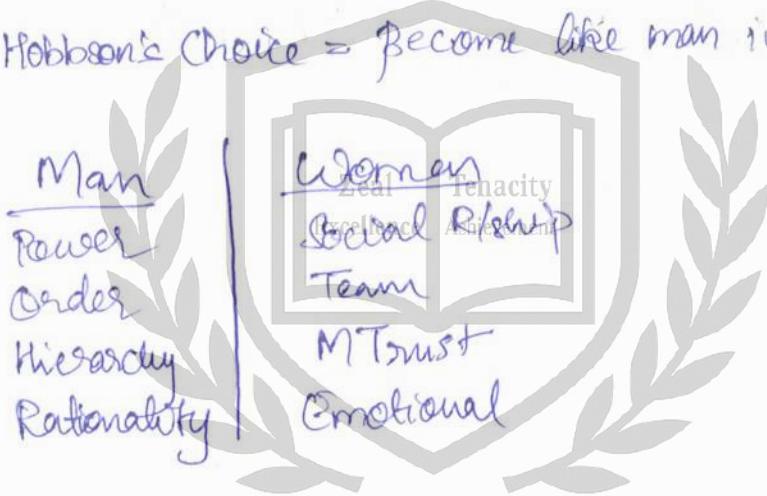
- T·P·A is a male centered bastion, the thinkers talked abt power, authority, giving orders, hierarchy, centralis^n, rationality.

- It rejected the role of emotions in Adm MP Follett implicitly brought the feminist perspective in PubAd when she talks abt integrating Differences, Preference to power with over power over, giving orders from the situation.

- But it was Camilla Steuers & Martha Nassbaum who brought feminist persp in P.A explicitly.

- Camilla Steuers talks abt the Hobbson choice
  i.e the Org^n reflect the main Structures.
  The females in org^n should either ~~develop~~ adapt
  male structures or quit the org^n.
  ↳ As there are smoking rooms in Org^n
    but not breast feeding rooms.
  ↳ There's no place for emotions, socialis^n,
    etc
- Prevalance of Glass Ceiling, Sticky Floor
  due to these mal structures.
  (No women Cabinet Sec & v. few Sec, DGP, Chief Sec)
  (Women clearing UPSC = 1/4 to 1/3)
- Acc to Harvard Business Review, to bring
  Transformation Change in Org^n, Humans
  should be at the top positions as they
  promote transformational leadership.
  Women promotes team building, mutual trust,
  social capital in an org^n.