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MPA-012: ADMINISTRATIVE THEORY

Course Code: MPA-012
Assignment Code: MPA-12/Asst/TMA/2022-23
Marks: 100

This assignment consists of Sections I and II. There are five questions in each section. You have to answer a total of five questions in about 500 words each. It is necessary to attempt at least two questions from each section. Each question carries 20 marks.

SECTION-I

- 1) Discuss the differences and similarities between Public Administration and Private Administration. 20
- 2) Describe the evolution and growth of administrative theory. 20
- 3) Analyse the F.W.Taylor contribution towards the Scientific Management Theory. 20
- 4) Define Organisation and discuss its types and major characteristics. 20
- 5) Highlight the views of Chris Argyris on Human Personality and its impact on the working of organisation. 20

SECTION-II

- 6) 'Douglas McGregor's views are embedded in his Theory X and Theory Y'. Elaborate 20
- 7) 'Chester Barnard added a new dimension to the study of organisations' Comment. 20
- 8) Examine the open-systems approach. 20
- 9) Briefly discuss the views of David Easton and Chester Barnard on Systems approach. 20
- 10) Critically examine the first and second Minnowbrook conference. 20

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1) Discuss the differences and similarities between Public Administration and Private Administration.

ANS: Several distinctions between public and private administration have been made. Between public and private management, Peter Ferdinand Drucker, Herbert Alexander Simon, and Paul Henson Appleby have drawn a distinct line. It is they-

1. A Meaningful Statement

Public administration refers to all operations and administrative issues in government agencies and institutions. On the other hand, any privately held business, office, organisation, non-governmental organisation, and numerous other non-governmental groups are regarded as engaging in private administration.

2. Goal Perspective

The goal of public administration is to improve the effectiveness of justice, equality, public service, and efficiency, as well as to strengthen engagement with democratic values.

The main goal of the private authority is to fulfill the personal aspirations of different words of a particular organization or organization. So it can only be said that it is a for-profit behavior.

3. Objective Viewpoint

The main objective of public administration is to implement the policy as well as to formulate correct and useful policy, which will be fruitful for the welfare of the people.

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The main objective of the private administration is to implement all the interests owned by that individual and to formulate effective policies for its implementation.

4. Legal Framework

All the activities of public administration are regulated by a specific statutory law. There are limitations in various activities due to control. While this may seem like a bad thing at first glance, this regulation comes in handy for transparency.

No such law or regulation is observed in private institutions. By which the directors of private administration have not to work through various limitations. Rather, they can amend and refine the law at any time as required.

5. Public Accountability

Accountability of the administration to the public is the backbone of public administration. This is also called a major feature of good governance. An administrator is, directly and indirectly, responsible to the common citizen for all his faults and successes.

But such practice is not observed in private administration. They do not have to admit their guilt to anyone.

6. Matter of Discretion

In public administration, administrative discretion refers to the kind of actions that allow public administrators to have the flexible practice of approving and accepting judgments and making the right decisions at the right time.

The use of discretion in the private sector is almost the same. But the main difference between the two is the interest of the people and the interest of the owner that is all.

7. Political Character

Public administration is ridden by specific regulations and political direction. The core task of public administration is to apply public policies.

On the opposite side, private administration totally detached from politics. There is no political stimulus in the action of private administration. Its functions are focused on market forces.

8. Approach

In public administration, the bureaucratic approach is generally used to organize and manage operations. This involves a hierarchical system of authority in which people at different levels follow rules and procedures to make decisions. However, private administration typically features an egalitarian approach in which everyone has an equal say in making decisions. This may include employees, customers, or other stakeholders who have a vested interest in the company or organization. Private administration often relies more on personal relationships and trust than bureaucracy does, which can sometimes lead to dysfunction and chaos.

9. Income and Revenue

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Public administrations generate their revenue from taxes, duties, and fees levied on citizens and businesses. Private administrations, in contrast, earn their income by selling products and services to the public. This can include everything from manufacturing and sales to health care and education.

10. Scope

Public administration is much wider than private administration. Compared to the limited services offered by private businesses, the citizen can get almost every essential service from public administration like food, health facilities, education, communication, housing, transportation, and so on. These services are vital for a functional society and economy, and it is the responsibility of the government to make sure they are available to all citizens.

However, private administration deals with those sectors from which they earn profits. This generally includes providing goods and services that people are willing and able to pay for. Private businesses offer a variety of products and services, but there is usually a limit to what they can provide compared to what is offered through public administration. In addition, private entities may be more responsive to the needs of those who can afford to pay rather than all citizens.

11. Economic Interests

Public administration is usually independent of economic interests. As the goal of public welfare becomes the main one, in the case of it, financial gain or profit-making does not get special importance.

On the flip side, the efficiency and competence of the administration of a private organization are established on how the administration can increase the financial goals of the organization. In contrast, public organizations may be less competent because their employees are not predominantly motivated by financial improvement.

12. Freedom of Action

Freedom of action is a term used in public administration to describe the limited amount of freedom an individual has to act in a given situation. In private administration, such as in a business or household, people have much wider latitude to act as they see fit. This is because private administrators are not constrained by the same rigid rules and procedures that often govern public administrators. Private administrators can make decisions more quickly and efficiently since they are not weighed down by bureaucratic red tape.

Similarities between Public and Private administration

While there are some fundamental differences between public and private administrations, there is no denying that there are similarities between the public and private administration.

Many Administrative thinkers like Henry Fayol, M.P Follet, Luther Gulick, and Lyndall Urwick deny the distinction between these two. According to them all administrative systems, it's either public or private administration they have to perform similar kinds of functions. The similarities between public and private administration are-

Follow Same Principles

Training

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Service-Oriented

As a Group Efforts

Facing Problems

1. Similarity in Functions

Both the administrations are governed by a number of general principles. Henry Fayol speaks of 14 principles, Luther Gulick calls this general principle as POSDCORB (Planning, Organizing, Staffing, Directing, Coordination, Reporting, and Budgeting).

2. Training

Another similarity between the two administrations is that they provide appropriate training to employees in need of special administrative experience and skills.

3. Service-Oriented

The activities of some private administrations like public administration can touch public life in terms of service. Privately owned transport systems, power supply, etc. are as important as public administration nowadays.

4. As a Group Efforts

In both the public and private spheres, the administration is a kind of group effort, where different levels of employees execute a particular objective through mutual interaction or means.

5. Facing Problems

Both public and private administrations may face a number of specific problems such as decision-making problems, problems in managing director-management relationships, problems in the production or supply of consumer goods. However, the form and character of the problem may vary depending on the field and the environment.

Conclusion

From the light of the discussion on differences between public and private administration, it can be concluded that there are a lot of fundamental differences between public and private administration, but it is true that there are some similarities also.

Many emphasize the differences between public and private administrations, while others emphasize the similarities between the two. The Public Private Partnership (PPP) is very important today. Many things in public administration today can be achieved with the help of private administration. That's why Recently, the line between private and public concepts has not been clear.

4) Define Organisation and discuss its types and major characteristics

ANS: Framework is organisation. It makes it easier to use people, things, and money in the right ways to accomplish goals. An organisation is created when specific objectives must be met, when people must cooperate, share tasks, and behave in an amicable manner throughout time. Men and women live and work together in families as the fundamental organisational unit in order to accomplish particular goals.

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Other organisational units have more expansive, formal, and confined goals. Human life depends on organisation, which is essential.

According to Etzioni, "Our standard of living, our degree of culture, and our democratic existence could not be maintained without well-run organisation. We are born in organization, educated by organizations and most of us spend much of our time working for organizations."

CHARACTERISTICS:

Structure:

A structure, in an organization is required for coordination of human activities. Structure provides various centres of authority to control and coordinate the activities of the individual in the organization. Structure direct the individuals towards the achievement of goal. Coordination among many diverse individuals is not possible without controlling and guiding the activities of various individuals. Therefore there is a hierarchy of authority in the organization.

Norms:

Each and every organization has followed some specified norms and standards of behaviour. Such norms and standards of behaviour force every member of the organization to apply it. The employees are bound to behave according to these norms and standards. Through this process, behaviors of the employees are guided by a system of reward and punishment. The desirable behaviour of the employee is rewarded and undesirable one is punished.

Coordination of Activities:

Coordination is the important characteristics of organization. The objective of coordination is to achieve organizational goal through various activities, performed by the individual only. An organization not only coordinate its members working within it, but also coordinate all its activities to achieve the goal.

Deliberate and Conscious Creation:

It means, an organization created human group deliberately and consciously. On the basis of contract individuals enter into the organization or create the organization. But if there is any defect and fault, organization has the power to replace them. It also recombine its members through promotion, transfer and demotion.

Purposive Creation:

Every organization has created certain objectives which are mutually agreed by its members. An organizational objective is a desired state of affairs, which the organization attempts to realize. The success or failure of an organization depend upon the achievement of its objectives.

Identifiable Aggregation of Human Beings:

Organization is an identifiable group of human beings. Identifiable groups does not mean that all the individuals know each other personally, but a group of human beings are identified with the boundary of the organization. Identifiable group of human beings determine boundary of organization.

Types of Organization:

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We find different kinds of organization in our society. These organizations are classified according to the nature and purpose. They are as follows:-

Business organization:

The organization which is established in order to make profit is known as business organization. The prime beneficiaries of these organizations are the owners or shareholders. E.g. Surya Nepal Company, Buddha Air etc.

Non-profit Social Organization:

The organizations which are established not for making profit but for giving or providing services to the customer/clients or community are nonprofit social organizations. E.g. Tribhuvan University, Nepal Red Cross, Bir Hospital etc.

Cooperative Organization:

These types of organization are established to reduce the effort of competition and maximize the value of cooperation. The main aim of this organization is to fulfill the individual needs and prosperity of all members involved through collective effort.

Government Organization:

The organization formed by the government to provide service to general public is government organization. They can be ministries, department, military, police etc. The main goals of this type of organization are regulation and welfare of general public.

International Organization:

The organizations which are established by the involvement of different countries for the sake of their welfare are called international organization. E.g. ASEAN, SAARC, UNDP, IMF etc. These organizations are always engage in promoting the collective interest of member countries.

6) 'Douglas McGregor's views are embedded in his Theory X and Theory Y'. Elaborate

ANS: Theory X is associated with a traditional perspective on people, while theory Y is associated with a contemporary perspective. The scientific management theory, which contends that individuals despise their jobs and must be carefully managed, is somehow related to Theory X.

According to McGregor, those who accept theory X believe that employees are sluggish and unambitious and hence deploy methods like threat, severe supervision, control, punishment, etc. to motivate them to complete tasks.

However, these tools could have a detrimental impact by encouraging trade unions and stirring up public opposition to the use of force. Theory Y is reverse of theory X. This is inspired from human approach to management, which advocates considering employees as humans not as machines.

Theory Y is positive approach about people. It considers people to be willing to work, who just need direction and motivation for work.

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Prof. Douglas McGregor proposed theory X and theory Y. Theory X is related to traditional approach about people and theory Y is related to modern approach about people.

Theory X is somehow related to concept of scientific management, which advocates that people dislike the work and they have to be strictly controlled.

Assumptions of Theory X:

1. Man is lazy; he does not want to work.
2. People dislike responsibilities, they do not have ambition.
3. People consider self-interest as the priority, not the organisational interests.
4. People oppose change.
5. People have no interest in solving organisational problems.
6. People need to be motivated.
7. People need to be controlled and threatened.
8. Sometimes, punishment has to be used to get work done.

First five are related to human nature and last three to managerial action.

McGregor states that the supporters of theory X, who perceive employees to be lazy and unambitious use threat, strict supervision, control, punishment, etc., as the tools to get work done. However, these tools may give negative results by giving encouragement to trade unions and people may oppose the force.

Theory Y is reverse of theory X. This is inspired from human approach to management, which advocates considering employees as humans not as machines. Theory Y is positive approach about people. It considers people to be willing to work, who just need direction and motivation for work.

Assumptions of Theory Y:

1. Employees want to work.
2. People are responsible, enthusiastic and make efforts to achieve goals.
3. People employ creativity to solve organisational problems.
4. People do not need strict supervision.
5. Democratic/participative leadership style will be effective.

Theory Y views individual and organisational goals as congruent. Workers like responsibility and they should be given responsibility. They are self-directed, self-motivated and self-controlled.

If the assumptions of theory Y are valid, McGregor suggests giving freedom to employees, use decentralisation, delegation, job enlargement, participation and consultative management, etc., to motivate employees.

Appraisal of McGregor's Theory:

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Theory X and theory Y, represent two extremes. They are not realistic situations. Both are not found in reality, no man would entirely belong to theory X or theory Y. He will have the traits of both the theories; however, theory X is more applicable to uneducated and unskilled workers, theory Y is more applicable to educated and skilled workers. This theory helps managers understand human behaviour and design the incentive scheme accordingly.

Douglas McGregor propounded two theories of human behaviour in management philosophy on the theme of dual nature of human being. They are known as theory 'X' and theory 'Y'. McGregor believes that nearly all management actions flow from these two theories and they reflect their philosophy of controls in practice. Management assumptions about human behaviour influence the personnel practices, decision-making, operating practices and even organisation design.

Further, he observed that people appear to have a capacity for tenderness, sympathy and love, while they also possess tendencies towards cruelty, callousness, hate and malicious aggression. These two different philosophies are two different theories of McGregor, Theory 'X' and Theory 'Y'.

8) Examine the open-systems approach.

ANS: The confluence of an organisation and its environment is characterised by fluid borders in "flat" organisations made up of coalitions of people with multiple allegiances. The informal nature of work processes makes use of a "open" systems approach to organisations. The important thing to keep in mind in this situation is that external contexts both influence and support organisational structure. Organizations are seen as systems with interconnected networks of people and projects, some of which are firmly tied but most of which are loosely related (Scott & Davies, 2007, 63). This has led to a characterization of organizations which behave like "living systems" and hence the real world of human behaviour manifests in the way the organizations are run. The psychological and emotional aspects of the people working in such organizations are better served by open systems approach and hence, it would be advisable for managers in these organizations to take this approach. Given the recent trend towards viewing people as assets instead of just another factor of production, managers in service sector companies tend to use the open systems approach. The open systems approach lends itself to malleability and a "shape shifting" nature which allows the organizations to "sense" the market and "intuit" the future trends (Malone, 2009).

The "organizations of the future" adopt this approach which relies on dealing with complexity, uncertainty and ambiguity and does not rely on formalized structures alone for decision making and support (Malone, 2009, 93). This approach would be beneficial to managers in all organizations as this lends itself to the complexities of the modern world and the 21st century business landscape which is anything but simple and linear.

Companies like Google and Microsoft can be considered as taking an open systems approach to HRM and have permeable layers in the organizational structure which come together for specific projects whose permanence can be measured in months and at the maximum years. Because of this symbiotic nature of the interactions among their units, these organizations and the managers in these companies often practice the open system or natural approach towards HRM. These organizations view themselves as throbbing and dynamic entities akin to a living organism that is in symbiotic relationship with its environment and hence the managers in these organizations favour the open systems approach towards HRM (Salancik, 2007, 19).

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The rational approach to organizations is being outdated and though there are many sectors where the approach serves the purpose, the declining importance of traditional industries like manufacturing in the economies of the West has meant that many managers are adopting the systems view. However, the fact that the bureaucracies of the governments are increasing in size and that many developing countries are still in the phase where the manufacturing sector is dominant means that the rational approach is unlikely to fade away anytime soon. Whether managers should prefer one over the other would depend on the industry, the organizational structure and the real world imperatives that they face. Considering that management is situational and context dependent there is no one right way to get the job done and hence managers must "intuit" the approach that they need to take.

10) Critically examine the first and second Minnowbrook conference.

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ANS: The First Minnowbrook Conference (also known as Minnowbrook I), was commissioned in 1968, to tackle the social unrest of the 1960s, in which public administration showed no signs of being aware of them, much less being eager to solve them.

The Second Minnowbrook conference was held on September 4, 1988, after exactly twenty years of the first conference. This conference was attended by sixty eight scholars including the practitioners of public administration and academicians from the other disciplines such as history, economics, political science and psychology etc. This conference was held at a time when the changing role of the state was recognized, more emphasis was being given on the new phenomena such as privatization, contracting out and the role of non-state actors like community based organizations, voluntary organizations etc. in the process of governance. Hence the philosophy of privatization and concern for the private interest was paramount in 1980s. This is in contrast to the environment prevailing in 1960s when first Minnowbrook conference was held, then, the issues such as protection of public purpose, urban riots, social unrest, Vietnam war were dominant. For these issues government and its institutions were held responsible and denigrated in 1960s.

First Minnow Brook Conference -

1. It was organised in the backdrop of anger and unrest against the Government.
2. It was organised in opposition to Philadelphia Conference.
3. It had participants from department of Political Science. Hence its approach was narrow and limited.
4. Its focus was Change, Relevance, Social Equity and Value.
5. It gave rise to the concept of Public Administration.
6. New Public Administration failed in practise.
7. Its theme, tenure, tone and temperament was more radical and anti Government.
8. Its proceeding were combined in a report by Frank Marini in 1971 named "Toward a New Public Administration: The Minnow Brook Perspective".
9. It was held under the chairmanship of Dwight Waldo.

Second Minnow Brook Conference -

1. It was organised when the economy of USA was upbeat and a sense of euphoria was present among the masses.
2. It was organised for the support and expansion of US Public Administration.

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3. Its participants were from field of Public Administration, Political Science, law, management, administration etc. Hence it was more broad-based and liberal.
4. Its focus was LPG - Liberalisation, Privatisation and Globalisation.
5. It gave rise to the concept of New Public Management.
6. New Public Management proved to be successful.
7. It was highly encouraging and supportive.
8. All its proceedings were published in the essays in the Minnow Brook tradition edited by Richard T. Mayor and published by Timmy Bailey - "Public Management in the Inter-Connected World:Essays in the Minnow Brook Tradition." (1990)
9. It was held under the chairmanship of H George Fredrickson.

The changing nature of American public administration, the diverse nature of problems with which administration is confronted e.g. problem of AIDS, nuclear wastes and budget & trade deficits etc. were some of the factors which influenced the thinking of the scholars who attended this conference. This also shows that the external environment of public administration had become far more complex than what it used to be. The scholars of Minnowbrook II were of the view that a theory of public administration could be developed in which the administrator would be concerned about "facilitation, dialogue and negotiation"; the societal & political context of administration and inter-personal skills & techniques would be highlighted.

The administrators were required to have democratic orientation. The obligation to advance the democratic ethos was recognized as an ethical requirement of public service. Openness, public participation in administration, pro-activeness on the part of administrators and the use of democratic methods were emphasised to further the cause of democracy.

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