UNIT-1

Public Administration

Public Administration has many definitions, as laid down over the years by many philosophers and high authorities. The introduction to the study of public administration involves different operations that deal with public policy enforcement or the final accomplishment of the political objectives of a government. Some define it as a systematic and detailed execution of the public law. Public administration has several levels in the county, that is, municipal, federal, and state-based governance. It is crucial to understand the modern management approaches, management problems, and management reforms to manage public administration successfully.

Definitions of Public Administration

Karl Marx

Administration depends on actions made with a conscious purpose in mind. It deals with the systematic management of different government affairs. Plus, the officials decide on different factors like the resources necessary to accomplish all tasks.

Woodrow Wilson

Public administration deals with a comprehensive application of different levels of law, focusing on rules/regulations, practices, and policies.

Frederick Lane

Administration deals with the organisation of fiscal and human resources for specific goal maturity of groups.

F. A. Nigro

Public administration deals with the collective performance of the three main governmental levels, i.e., judiciary, legislature, and executive, in a public setting.

Features of Public Administration

It deals with the implementation of government programmes and policies

There are many elements to public administration and management, such as laws, rules/regulations, policies, procedures, and hierarchies

Public officials have to follow the principles of impartiality, neutrality, anonymity, impartiality, and ethics

Public-oriented services are in place

It covers the management and functioning of different government-centric activities at the federal, state, and local levels

All three government branches relate to public administration in the Executive, the Legislature, and the Judiciary

The hiring of officials is done as per their level of seniority and merit

Public administration mainly focuses on action-related matters, such as decision-making, human resources, and service delivery

The political executive is the main controlling power

It focuses on socio-economical development and modification

Phases of Development

Paradigm I: The politics/Administration Dichotomy, 1900-26

Paradigm II: The Principles of Administration, 1927-37

Paradigm III: Public Administration as Political Science, 1950-70

Paradigm IV: Public Administration as management, 1956-70,

Paradigm V: Public Administration as Public Administration, 1970 Onwards

The Politics/Administration Dichotomy (1887-1926): Woodrow Wilson was the first scholar who mainly set the tone for the early study of Public Administration through his essay entitled „The Study of Administration‟ appeared in 1887 in which he emphasized the necessity of developing the scientific foundations of the discipline. He originated the _politics/administration dichotomy‘- the distinction between political activity and administrative activity in public organization by observing that it —is getting harder to run a constitution than to frame one‖. However some scholars like Richard J. Stillman II differ with this contention arguing that Wilson was

well aware that public administration was innately political in nature. In fact, while formulating his politics/administration dichotomy, Wilson apparently misinterpreted some of the German literature that he read on Public Administration which made him ambivalent about the discipline. To quote Stillman, Wilson failed —to amplify what the study of administration actually entails, what the proper relationship should be between the administrative and political realms….‖ However, this dichotomy has paved the way for the study of evolution of Public Administration

The Principles of Administration (1927-1937) During this phase, scholars believed that Public administration is a separate activity with its own well marked field and principles. In 1927, W. F. Willoughby's book „Principles of Public Administration" was published in which he asserted that —in administration there are certain fundamental principles of general application analogous to those characterizing any science.‖ They could be discovered and administrators would be expert in their work if they learned how to apply these principles. Further, efficiency in administration would be increased if these principles are applied. By the very fact that the principles of administration were principles, it therefore, followed that they could be applied successfully in any administrative setting.

Among the most significant works relevant to this phase were M. P. Follet's „Creative Experience"(1924), Henri Fayol's „Industrial and General Management" (1930) and James D. Mooney and Alan C, Reiley's „Principles of Organization" (1939) all of which delineated varying number of overarching administrative principles. However, the landmark study in the field which enhanced the prestige of the discipline was the publication of Luther Gulick's and Lyndall Urwick's „Papers on the Science of Administration" (1937). According to these scholars, the general thesis of this paper is —that there are principles which can be arrived at inductively from the study of human organization which should govern arrangements for human associations of any kind.‖ Further, they propounded the famous concept of POSDCORB – final expression of these principles. Resultantly, Public Administration touched its zenith and this phase is regarded as a golden era in the evolution of the discipline

Criticism and Challenges (1937-1950) In the very next year (1938), the mainstream Public Administration was challenged with the publication of Chester I. Barnard's „The Functions of the Executive". The challenge came

basically in two forms: first, rejection of the idea of politics administration dichotomy and second, principles of public administration lacking in scientific validity.

A book entitled „Elements of Public Administration" edited by Fritz Morstein Marx (1946) was one of the first major volumes to question the assumption that politics and administration could be dichotomized. It was argued that administration cannot be separated from politics because of its political nature. Further, administration is not only concerned with implementation of political policy decisions but also plays an important role in their formulation. According to Nicholas Henry, the rejection of the politics/administration dichotomy was a huge intellectual shift that fundamentally changed the nature of the field for decades and, in a way, also diminished it Crisis of Identity (1948 – 1970) The discipline was in quandary and suffered from the crisis of identity due to the abandonment of politics-administration dichotomy and the principles of public administration. So the scholars of public administration reacted to this crisis by reestablishing the linkages of Public Administration first with Political Science and then with the Management. Speaking in terms of Political Science, it can be said that most of the writings on Public Administration in the 1950's spoke of the field as an emphasis,' and area of interest' or even as a synonym' of Political Science. John Gaus, for example, in his famous article „Trends in the Theory of Public Administration" (1950) observed that —A theory of public administration means in our time a theory of politics also.‖ However, they were not liked and encouraged by political scientists.

Public Administration as an Independent Discipline (1970 Onwards) However, even when the discipline of Public Administration was at its lowest ebb, it was sowing the seeds of its own renaissance. Couple of factors, complimentary to each other, contributed in this process. The first was the development of interdisciplinary programs focusing upon policy science. In this regard three distinct intertheoretical linkages – a) politics-administration union, b) Economics-administration confluence, and c) organization theory-administration intermixing -- can be identified. The second was the emergence of New Public Administration (NPA) – an outcome of first Minnowbrook Conference held in 1968 sponsored by Dwight Waldo -- which put more emphasis on values replacing the traditional goals of efficiency and effectiveness. Besides, it laid stress on relevance, social equity and change. The

overall focus of NPA movement was to make administration less generic and more public, less descriptive and more prescriptive, less institution-oriented and more client-oriented, less neutral and more normative, but it should be no less scientific all the time. The above twin intellectual currents compelled the scholars of public administration to think in terms of academic autonomy by severing their ties both with political science and management. These, in turn, made the public administrators proud as they started asserting that their profession is useful to the society. All these developments led to the rise of an independent field of public administration.

New Public Administration

New public administration is a theoretical term used to enhance the bureaucratic methods of government institutions. It aims at providing various administrative services to the general public, employing public policies. The action plans include issues like democratic citizenship, public interest, public policy and services to citizens of the country.

The new public administrative systems tend to build a structure that can be the voice of the common public in administrative decisions. Not only this, but it also sets transparency and social-equity, which is often named as the fourth pillar of NPA. It explains how government institutions can improve their services with utmost efficiency in the work culture.

Features of New Public Administration

The features of New Public Administration apply the following elements to the audience and administrative workers.

Restructure of government institutions – The new public administrative system divides the government into small units. It then distributes the roles and responsibilities of each sector to private sectors. The divided para-diagrams and structures are less hierarchical and more flexible than the old public administration. Additionally, it tends to manage the formulated public policies.

Target clients – The target client of the new public administration system is the country's citizens. For instance, if an administrator has decided on behalf of the government sectors, it has to bring in positive results in the well-being of citizens. The administrative system cannot escape from the public response to that decision

Recognition and information – The new public administration system tends to spread awareness about the work of public administrators and organisations. Any decision taken by government institutions affects the lives of its natives. Thus, they should be well aware of the importance and action plans of the administrators

Multi-disciplines – The multidisciplinary nature of the new public administrative system focuses on enhancing the economic, political, social relations in adherence to improving the growth structure of institutional systems

Decentralisation – Decentralisation is one of the most important features of the new public administration system. The process converts the bureaucratic ways to more dynamic and adaptable support systems, thus bringing in more devolution in the work ethics and culture of the organisation

Knowledgeable – A public administrator acquires an efficient knowledge of politics, law, community diagrams and so on. It helps officials to formulate and implement public policies effectively

Features of the New Public Administration

NPA works to reduce expenditure and improve income growth in public sector institutions

Ensures the involvement of public managers through decentralisation and devolution

Conversion of bureaucratic sectors in multiple agencies

The new public administrative system favours contracting more with the private sector than the public sector

Evolution of quasi and contract market systems for greater competition

UNIT- 2

POSDCORB View

This school of thought believes that the scope of public administration is similar to each organization whether public or private. It believes that Public Administration deals with various managerial processes and techniques within the organization like planning, organizing, coordination, etc. Luther Gullick, the main proponent of this school, propounded that the scope of public administration can be defined through POSDCoRB activities. These POSDCoRB activities are-

Planning (P)- working out the broad outline of the things that need to be done.

Organization (O)– establishment of the formal structure of authority through which the work is distributed, arranged and coordinated for the defined objective.

Staffing (S)– related to recruitment and training of the staff and maintenance of favorable conditions of work for the staff.

Directing (D)- It is the continuous task of making decisions and directing them in the form of specific and general orders and instructions and thus guiding the enterprise.

Co-ordination (Co)- interrelating the various parts of an organization like branches, divisions, etc. it is aimed at elimination of overlapping within the organization.

Reporting (R)- It is about informing the authority to whom the executive is responsible as to what is going on.

Budgeting (B)– It is about accounting, fiscal planning and control.

Concept of Development Administration

Idea of Development Administration was evolved with the emergence of developing countries post WWII and it is not confined to the situations in developing nations alone. In mid 1960's Indian Journal of Public Administration publication has the references to this concept, however, the United States of America started its use in the early 1960's(e.g.,Tennessee Valley Authority). Later, administrative experiences from various developing countries such as

concerns in improvements of administrative capabilities so that they may utilizes the foreign assistance in a more rational manner, were grouped together as 'Development Administration'.

Definitions of Development Administration

Edward Weidner,1962: Development Administration is a "goal oriented" and "change-oriented" administration. It is concerned with maximizing innovation for development.

Fred Riggs: Development Administration refers to organised efforts to carry out programmes or projects initiated by those involved in serving developmental objectives.

Martin Landau: Development Administration has come to mean the engineering of social change. We sees it is a directional process which is intended to make things happen in a certain way over Intervals of time.

Elements of Development Administration

Change-Orientation: A Development Administration would be dynamic and not 'static'. Change means the movement of a system or a structure from one point to another while the reverse of 'change' would be status-quo or inertia. Change is an inbuilt philosophy of Development Administration. This change is a strategy for increasing the coping ability of an Administrative system in relation to its external environment as well as a mechanism to activate its internal structures.

2. Goal-Orientation: Development Administration is 'goal-oriented' administration (as defined by Weidner).

3. Progressivism: All goals of Development Administration are progressive in nature is its accepted feature. There appears to have a broad consensus on the nature of progressiveness of these goals in most of the 'developing' societies. In political systems, progressivism would imply greater participation of the people in governmental affairs.

Participation could imply differently according to a country's political system but increasing participation would mean involvement of greater share of the common man in developmental affairs of the Government. In terms of economics, a progressive approach would be faster growth in economic development and equitable income and wealth distribution(i.e., economic justice). Likewise, a progressive approach in socio-cultural sphere would

involve universalization of health care facilities, social justice based on equity, secularism and adequate opportunities to all social groups to promote their respective cultural distinctiveness.

Thus, Development Administration is an administration designed to achieve progressive political, economic and socio-cultural goals.

4. Planning: Though it is not prerequisite to Development Administration, it is the most useful tool to the whole process of goal-oriented change. Development Administration as administration of "planned change" - Pai Panandiker

 In this case, Weidner opines that planning may or may not be a necessary condition for Development Administration. But planning facilitates maximum possible utilization of human and material resources. And it is very helpful in poor countries, where such resources are scarce. It helps in the maximum utilization of time and other resources in order to achieve certain goals within a given period, thereby making the whole process of development effective. Example - most of the developing countries like India have adopted socioeconomic planning i.e., Five year plans in India(though discontinued). Today, even developed nations like UK and France have 'indicative' planning.

5. **Innovativeness:** A development administrative system has to create a creative abd innovative organisational environment unlike dogmatic and traditional administration. The Development Administration must stress upon identification and adoption of new structures, method procedures, policies, plans, programmes and projects which would help achieve the developmental objectives with the greatest possible facilitation.

6. **Flexibility in Organisational Procedures**: No bureaucracy or administration can function without an adequate set of rules whereas a totally "rule-oriented" administration may start treating rules as ends rather than as means. A dogmatic approach will lead to straight-jacketed and inflexible system. An optimum flexibility equips an administrator with required autonomy to handle certain unique and significantly distinctive administrative situations while accountability for any decision made shall remain with the administrator. Though there is the risk of misuse of any discretionary powers, yet this little inevitable risk should enable the ideal notions of creativity and innovation becomes a reality.

7. **High Degree of Motivation:** Motivated personnel at all levels are key to achieve progressive goals of a development administrative system. A high

degree of commitment and enthusiasm to achieve the progressive goals is needed. Their narrow vested interests or comforts should not act against the highest interest of the organisation and the society.

What factors can motivate the personnel functioning in development administrative organisation? Need-fulfillment maxim may motivate any groups of individuals to reach certain goals and the developmental administrative personnels are no exception. In a development administrative system, the personnel need to possess and demonstrate extra zeal, extra dedication and even perseverance to achieve lofty progressive goals of change. Failure to create such a cadre of motivated people, there is a possibility of routinisation of administration resulting in only modest performance.

8.   **Client-Orientation:(or   beneficiary-orientated):** A   development administrative system aims at providing maximum benefits of its services and products to the very people for whom the organisation is designed. So, it is "people-centered" administration which accords primacy to the needs of its beneficiaries and tries to tune its programmes, policies and actions to these needs. Extension-motivation is the most important trait in any service-oriented or beneficiary oriented administration. It means motivation to "help" people.

9.   **Participation:** The Progressive political   goals   of   Development Administration will involve participation of the people or beneficiaries in the formulation and implementation of development programmes. The role of the beneficiaries is of utmost importance in identifying goals, prescribing objectives formulating plans, designing action strategies, implementing projects and evaluating performance.

Governance: Features of Good Governance

Governance' is the process of decision-making and the process by which decisions are implemented (or not implemented). Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance. In the 1992 report entitled "Governance and Development", the World Bank set out its definition of Good Governance. It defined Good Governance as "the manner in which power is exercised in the management of a country's economic and social resources for development".

Good Governance: Good Governance has 8 major characteristics.'It is participatory, consensus-oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law.

- It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making.
- It is also responsive to the present and future needs of society.

Principles of Good Governnace

a. **Participation:**
   People should be able to voice their own opinions through legitimate immediate organizations or representatives.
- This includes men and women, vulnerable sections of society, backward classes, minorities, etc.
- Participation also implies freedom of association and expression.

b) **Rule of Law:**
Legal framework should be enforced impartially, especially on human rights laws. Without rule of law, politics will follow the principle of matsya nyaya ie law of fish which means the strong will prevail over the weak.

c) **Consensus Oriented:**
Consensus oriented decision-making ensures that even if everyone does not achieve what they want to the fullest, a common minimum can be achieved by everyone which will not be detrimental to anyone.

It mediates differing interests to meet the broad consensus on the best interests of a community.

d) **Equity and Inclusiveness:**

Good governance assures an equitable society.

People should have opportunities to improve or maintain their well-being.

e) **Effectiveness and Efficiency:**
Processes and institutions should be able to produce results that meet the needs of their community.

Resources of the community should be used effectively for the maximum output.

f) **Accountability:**

Good governance aims towards betterment of people, and this can not take place without the government being accountable to the people.

Governmental institutions, private sectors, and civil society organizations should be held accountable to the public and institutional stakeholders.

g) **Transparency:**

Information should be accessible to the public and should be understandable and monitored.

It also means free media and access of information to them.

h**) Responsiveness:**

Institutions and processes should serve all stakeholders in a reasonable period of time.