

THEORIES AND CONCEPTS OF PUBLIC ADMINISTRATION

STUDY MATERIAL

FIRST SEMESTER

CORE COURSE : PS1C04

For

**M.A.POLITICAL SCIENCE
(2017 ADMISSION ONWARDS)**



UNIVERSITY OF CALICUT

SCHOOL OF DISTANCE EDUCATION

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PS1C04 : THEORIES AND CONCEPTS OF PUBLIC ADMINISTRATION

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CONTENTS

| MODULE | PARTICULARS | PAGE NO. |
|---------------|--|-----------------|
| I | Nature of Public Administration a) Nature ,scope and importance of Public Administration b) Evolution of public Administration c) Public Administration as an Art and as a Science d) New trends in Public Administration | 5 – 23 |
| II | Approaches to public administration a) Evolution of administrative theory b) Traditional approaches: Philosophical , Historical, comparative c) Modern approaches: Marxist, ecological Behavioural ,Developmental, Decision making, Structural- functional d) Contemporary approaches: Contingency approach, rational choice approach, Public choice approach | 24 – 34 |
| III | Perspectives in Public Administration a) Administration Reforms Movement (1870-1926) b) Scientific Management c) Human Relation Movement – Human element in Public Administration d) MinnowbrookI : New Public Administration e) MinnowbrookII : Variations in foundations f) New Public Management | 35 – 44 |
| IV | Bureaucratic Theory a) Nature, Scope and Importance and Classification of Bureaucracy b) Features of Liberal Bureaucracy c) Bureaucracy and Development d) Models and Bureaucracy: Neutral, Committed e) Merits and Demerits of Bureaucracy. f) Challenges of Bureaucracy. | 45 – 53 |
| V | Comparative Public Administration a) Nature, Scope and Importance of Comparative Public administration b)Challenges to Comparative Public Administration | 54 - 59 |

MODULE-1

NATURE OF PUBLIC ADMINISTRATION

Introduction

Dear students, before discussing about the Public Administration, first of all we want to understand the meaning of the term 'Administration'. The lives of the people are closely connected with the administration of their government. It is a complex process involves different things and a lot of activities. Human beings are living in accordance with the policies and activities done by the administrators. Administration, as an activity, is as old as the society itself.

Administration is a part and parcel of our daily life. The food we eat, the cloths we wear, the goods we buy, the streets and highways on which we travel, the automobiles in which we ride and the many services we enjoy-education, medical care, housing and many others – are made possible by administration . Thus administration is everywhere with us from 'womb to tomb'.

Meaning of Administration

The term 'Administration' has been derived from the Latin word '*ad*' and '*ministare*' which means '*to serve*'. *In simple words it means 'care for' or to 'look after' people, to 'manage affairs'*. Administration may be defined as "group activity which involves cooperation and coordination for the purpose of achieving desired goals or objectives." Any cooperative human effort towards achieving some common goals is also known as administration. Thus every group activity involves some kind of administration whether it is in a family, factory, hospital, company, university or in a government department. Thus Administration permeates all organised human activities.

Definitions of Administration

Pfiffner and Presthus define administration as "organization and direction of human and material resources to achieve desired ends."

According to L D White , Administration is "the direction, coordination and control of many persons to achieve some purpose or objective. Herbert a Simon said "in its broadest sense, administration can be defined as the activities of groups cooperating to accomplish common goals".

E.N.Gladden defined "Administration is a long and slightly pompous word, but it has a humble meaning, for it means to care for or look after people, to manage affairs.....is determined action taken in pursuit of conscious purpose".

According to Brooks Adams " Administration is the capacity of coordinating many, and often conflicting , social energies in a single organism, so adroitly that they shall operate as a unity".

Felix A Nigro defined "Administration is the organisation and use of men and materials to accomplish a purpose".

Luther Gulick pointed out that "Administration has to do with getting things done, with the accomplishment of defined objectives".

F.M Marx said Administration is determined action taken in persuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources, aiming at making those things happen which one wants to happen and foretelling everything to the country".

A brief analysis of the above definitions reveals that the administration comprises two essentials, namely (1) cooperative effort, and (2) pursuit of common objectives. Thus administration is a common process, common to all group effort; public or private, civil or military, large scale or small-scale.

Broadly speaking, the term 'administration' appears to bear at least **four** different meanings or different senses depending upon the context in which it is used. They are:-

1. **As a Discipline:** The name of a branch of a learning or intellectual discipline as taught and studied in colleges and universities.
2. **As a Vocation:** Type of work/trade or profession/occupation, especially one that involves knowledge and training in a branch of advance learning
3. **As a Process:** The sum total of activities undertaken to implement public policy or policies to produce some services or goods.
4. **As a Synonym for word Executive or Government:** Such other body of person in supreme charge of affairs; for example Narendra Modi Administration, Donald Trump Administration etc.

What is Public Administration?

Now let us discuss what Public administration is. Public Administration is an activity as old as our ancient civilisation. But as an independent discipline or a branch of study public administration cannot claim for a long history. Public administration gained immense importance since the emergence of administrative state. The former American President and the political scientist, Woodrow Wilson published an article in political science journal in 1887 titled as 'the study of administration' is considered as the first article mentioning of Public Administration. Public Administration is government in action.

Definitions of Public Administration

According to Woodrow Wilson, the father of public administration; "Public Administration is the detailed and systematic application of law. Every particular application of law is an act of administration."

Encyclopaedia Britannica defines public administration as "the application of a policy of a state through its government". Therefore, public administration refers to that part of administration, which pertains to the administrative activities of the government.

L.D. White said "Public Administration consists of all those operations having for their purpose the fulfilment or the enforcement of public policy". It includes military as well as civil affairs, much of the works of the court, and all the special fields of government activity-police, education, health, construction of public works, conservation, social security and many others.

Luther Gulick defined, "Public Administration is that part of the science of administration, which has to do with the government and, thus, concerns itself primarily with the executive branch, where the work of the government is done; though there are obviously administrative problems also in connection with the legislative and judicial branches.

To Wright Waldo “Public Administration is the art and science of management as applied to the affairs of State.”

M.E. Dimock opined, “Public administration is concerned with ‘what’ and ‘how’ of the government. The ‘what’ is the subject matter, the technical knowledge of a field, which enables the administrator to perform his tasks. The ‘how’ is the technique of management, the principles according to which co-operative programmes are carried through to success. Each is indispensable; together they form the synthesis called administration”.

According to J.M Priffner, “Administration consists of getting the work of government done by coordinating the efforts of people so that they can work together to accomplish their set tasks”.

M. Ruthanaswami defined it as, “when administration has to do with the affairs of a state or minor political institution like the municipal or country council (district board), it is called public administration. All the acts of the officials of the government, from the person in a remote office to the head of a state in the capital, constitute public administration”.

Corson and Harries defined, “Public administration..... is the action part of the government, the means by which the purposes and goals of the government are realised”.

According to Nicholas Henry, “Public administration is a broad-ranging and amorphous combination of theory and practice; its purpose is to promote a superior understanding of government and its relationship with the society, it governs, as well as to encourage public policies more responsive to social needs and to institute managerial practices attuned to effectiveness, efficiency and the deeper human requisites of the citizenry”.

The traditional definitions of the public administration reflect the view that the public administration is only involved in carrying out the policies and programmes of government. It reflects that it has no role in policy making and also locates the administration only in the executive branch but today the term public administration is used in a broader sense that it is not only involved in carrying out the programmes of the government, but it also plays an important role in policy formulation and covers the three branches of the government. In this context, it may reflect on the definition offered by F.A. Nigro and L.G. Nigro.

According to Nigro and Nigro Public administration:

- -is co-operative group effort in public setting;
- -covers all the three branches-executive, legislature and judicial and their inter-relations
- -has an important role in the formulation of public policy and thus is a part of the policy process;
- -is different in significant ways from private administration, and
- -is closely associated with the numerous private groups and individuals in providing service to the community.

NATURE OF PUBLIC ADMINISTRATION

There are two views regarding the nature of Public Administration, that is

1. Integral view and 2. Managerial view

According to the **integral view**, 'administration' is the sum total of all the activities- manual, clerical, managerial, technical etc., which are undertaken to realize the objectives of organization. In this view, all the acts of officials of the government from the Attendant to Secretaries to the government and Head of the State constitute Public Administration. Thus the activities of the errand boy, the foreman, the gatekeeper, the sweeper, as well as the IT professionals, the secretary to the government and the managers in an enterprise constitute administration. It counts the work of all persons from the lowest to the highest positions working in an organization as part of administration.

Henry Fayol and L.D. White are the supporters of this view. According to L.D. White Public Administration "consists of all those operations having for their purpose the fulfilment or the enforcement of public policy". This definition covers a multitude of particular operations in many fields- the delivery of a letter, the sale of public land, the negotiation of a treaty, the award of compensation to an injured workman, the quarantine of a sick child, the removal of litter from a park, manufacturing plutonium and licensing the use of atomic energy". Thus it is a broader view of administration.

On the other hand the **managerial view** considers the administration in a narrower sense. According to this view of administration, the managerial activities of people who are involved in planning, organizing, commanding, coordinating, and controlling constitute public administration. It considers only the work of those persons engaged in performing managerial functions. This view regards things getting done and not doing things. Managerial view excludes Public Administration from non-managerial activities such as manual, clerical, and technical activities. Luther Gulick, Herbert Simon, Smithburg, and Thompson are the supporters of this view. Luther Gulick writes, "Administration has to do with getting things done, with the accomplishment of defined objectives". Simon, Smithburg and Thomson observe, "the term 'administration' is also used in a narrower sense to refer to those patterns of behaviours that are common to many kinds of cooperating groups; and that do not depend upon either the specific goals towards which they are cooperating or the specific technological methods used to reach these goals".

The two views differ from each other in many ways. According to Professor M. P. Sharma the difference between the two views is fundamental. Integral view includes the activities of all the persons engaged in administration whereas the managerial view restricts itself only to the activities of the few persons at the top. The integral view depicts all types of activities from manual to managerial, from non-technical to technical whereas the managerial view takes into account only the managerial activities in an organization. Furthermore, administration according to integral view would differ from one sphere to another depending upon the subject matter, but whereas that will not be the case according to the managerial point of view because the managerial view is identified with the managerial techniques common to all the fields of administration.

The difference between the two views relates to the difference between management and operation or we may say between getting things done and doing things. The correct meaning of the term administration would however, depend upon the context in which it is used.

Dimock, Dimock and Koenig sum up in the following words:

“As a study public Administration examines every aspect of Government’s effort to discharge the laws and to give effect to the public policy; as a process, it is all the step taken between the time and enforcement agency assumes jurisdiction and the last break is placed (but includes also that agency’s participation, if any, in the formulation of the programme in the first place); and as a vocation, it is organizing and directing the activities of others in a public agency.”

SCOPE OF PUBLIC ADMINISTRATION

As we have seen earlier, Public administration has a border view and a narrower view. In the modern developing age we have to make public administration as a scientific, growing discipline. For this our approach to the study of public administration has to be broader, modern and scientific. In the broader terms mutual dependence and the intensive interaction between the three branches of the government is essential for good administration. Thus, the scope of public administration is wide enough. By the scope of Public Administration, we mean the major concerns of public administration **as an activity** and **as a discipline**.

SCOPE OF PUBLIC ADMINISTRATION AS AN ACTIVITY

Broadly speaking, Public Administration embraces all the activities of the government. Hence, as an activity the scope of public administration is no less than the scope of state activity. In the modern welfare state people expect many things- a wide variety of services and protection from the government. In this context, public administration provides a number of welfare and social security services to the people. Besides, it has to manage government owned industries and regulate private industries. Public administration covers every area and activity within the ambit public policy. Thus the scope of public administration is very wide in modern state.

SCOPE OF PUBLIC ADMINISTRATION AS A DISCIPLINE

Writers have defined the scope of public administration in different terms. The scope of public administration as a discipline, that is subject of studies, broadly comprises of two views. They are:

1. POSDCORB view
2. The Subject Matter view

POSDCORB view of Public Administration

This is a narrow view of public administration and takes into account only the executive branch of the government. In other words this view corresponds with the managerial view. Henry Fayol, L. Urwick, Percy M. Queen and Luther Gulick are the main supporters of this view.

According to Henri Fayol the main categories of administration are: Planning, Organization, Command, Coordination and control. L. Urwick fully supports Fayol’s view. F.M. Queen says that the study of administration deals with ‘Men, Materials and Methods’.

Luther Gulick’s view on the scope of public administration is very important because he has explained that in detail. He sums up these techniques in the word POSCORB, each letter of which describes one technique. These letters stand for:

P= Planning,

O= Organisation,

S=Staffing,

D=Directing,

CO= Co-ordination

R=Reporting

B= Budgeting.

Let us see the real meaning of these terms:-

Planning means the working out in broad outline the things to be done, the methods to be adopted to accomplish the purpose.

Organization means the establishment of the formal structure of authority through which the work is sub-divided, arranged, defined, and coordinated.

Staffing means the recruitment and training of the personal and their conditions of work.

Directing means making decisions and issuing orders and instructions

Co-ordination means the interrelating the work of various divisions, sections, and other parts of the organizations.

Reporting means informing the superiors within the agency to whom the executive is responsible about what is going on.

Budgeting means fiscal planning, controlling, and accounting.

According to Gulick the POSDCORB activities are common to all organizations. They are the common problems of the management, which are found in different agencies regardless of the nature of work they do.

POSDCORB gives unity, certainty, and definiteness and makes the study more systematic. The critics pointed out that the POSDCORB activities were neither the whole of administration nor even the most important part of it. The POSDCORB view overlooks the fact that different agencies are faced with different administrative problems, which are peculiar to the nature of the services, they render, and the functions they performed. The POSDCORB view takes into consideration only the common techniques of the administration and ignores the study of the 'Subject Matter' with which the agency is concerned. A major defect is that the POSDCORB view does not contain any reference to the formulation and implementation of the policy. Therefore the scope of administration is defined very narrowly, being too inward looking and too conscious of the top management.

The Subject Matter View of Public Administration

This function comprises line functions or services meant for people. We all know that public administration deals not only with the processes but also with the substantive matters of administration, such as Defence, Law and Order, Education, Public Health, Agriculture, Public works, Social Security, Justice, Welfare, etc... These services require not only POSDCORB techniques but also have important specialised techniques of thereon which are not covered by

POSDCORB techniques. For example, if you take Police Administration it has its own techniques in crime detection, maintenance of Law and Order, etc., which are much and more vital to efficient police work, than the formal principles of organisation, personnel management, coordination or finance and it is the same with other services too. Therefore the study of Public Administration should deal with both the processes (that is POSDCORB techniques and substantive concerns).so emphasis on the subject-matter cannot be neglected. We conclude the scope of public administration with the statement of Lewis Meriam: "Public administration is an instrument with two blades like a pair of scissors. One blade may be knowledge of the field covered by POSDCORB; the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool".

Thus the activities of the Public administration will be wide in scope. Prof. White supports this view; "in their broader context the ends of administration are the ultimate objects of the state itself, the maintenance of peace and order, the progressive achievement of justice, the instruction of the young, protection against disease, and insecurity, the adjustment and compromise of conflicting groups and interests in short, the attainment of good life". Thus, it is obvious that though public administration studies the administrative branch of the executive organ, yet its scope is very wide and it varies with people's connection of good life.

We may conclude the discussion with the observation of Herbert Simon who says that Public administration has two important aspects, namely deciding and doing things. The first provides the basis for the second. One cannot conceive of any discipline without thinking or deciding. Thus Public administration is a broad-ranging and amorphous combination of theory and practice.

IMPORTANCE OF PUBLIC ADMINISTRATION

The importance of the role of the public administration in the modern society is very clear from the fact that it affects the whole life of the people. Its importance and role has been steadily increasing with the expansion of the state activity in the modern states. Public administration is now an all-encompassing factor of the daily life of the individual as well as the community, an integral part of the society, which has seen the emergence of what has aptly been called the 'Administrative State'. In the modern world one cannot think of a state without administration. The importance of administration can be seen as a stabilising force in society; instrument of social change, essential for preserving civilization, essential for social harmony; essential for successful planning; its importance in a welfare state etc.

The importance of public administration can be studied in two ways. One is **its importance as a specialised subject of study** and another is its **importance as an activity**

a) IMPORTANCE AS A SUBJECT OF STUDY

The study of administration assumed significance, according to Woodrow Wilson, as a consequence to the increasing complexities of society, growing functions of state and growth of governments on democratic lines. This exhaustive list of functions made one think as to 'how' and in what 'directions' these functions should be effectively performed. To this Wilson suggested that

there was a need to reform the government in the administrative field. As per Wilson, the object of administrative study is to discover what government can properly and successfully do and how it can do these things with utmost efficiency and the least possible cost either of money or of energy.

Wilson observed, "There should be a science of administration which shall seek to strengthen the paths of government, to make its business less business like, to strengthen and purify its organization and to crown its duties with dutifulness."

The importance of public administration as a specialized subject can be attributed to the following reasons:

1. The first and foremost objective of public administration is to efficiently deliver public services. In this context, Wilsonian definition of the subject as efficiency promoting and pragmatic field was the first explicitly articulated statement on the importance of a separate discipline of public administration.
2. Administration is looked at, in the social science perspective, as a cooperative and social activity. Hence the concern of academic inquiry would be to understand the impact of government policies and operations on society. What kind of society do the policies envisage? To what extent administrative action is non – discriminatory? How is public administration functioning and what are the immediate and long term effects of governmental action on the social structure, the economy and polity? etc.. Are questions requiring careful analysis? From the social science perspective, public administration, as a discipline, has to draw on a variety of sister disciplines such as History, Sociology, Economics, Geography, Philosophy, Psychology, etc... with the objective to explain and not just to prescribe.
3. Public administration has a special status in the developing countries. Many of these countries, after independence from the colonial rule have stressed upon speedy socio economic development. Obviously, these countries have to rely on government for speedy development. The latter requires a public administration to be organized and effectively operated for increasing productivity quickly. Likewise, social welfare activities have to be effectively executed. These aspects have given birth to the new sub-disciplines of development administration. The emergence of development administration is indicative of a felt need for a body of knowledge about how to study the third world administration and at the same time to bring about speedy socio- economic development with government's intervention. Development administration has therefore, emerged as a sub-discipline to serve the cause of development.
4. Public administration, as witnessed holds a place of significance in the lives of people. It touches them every step. For most of their needs, the citizens depend upon public administration. In view of the important role of public administration in the lives of people, the citizens of a country cannot ignore it. Therefore, its teaching should become a part of the curriculum of educational institutions. People must get to know about the structure of government, the activities undertaken and the manners in which these are actually performed.

The study of public administration will contribute to the realization of the values of citizenship.

5. In a democracy the importance of public administration is great. The ideals of democracy, progress, prosperity and protection of the man can be obtained only through a impartial, honest and efficient administration. An administrator should be neutral in politics and serve faithfully in any political party which comes in to power. Modern democracy has brought in the concept of a welfare state. It has increase the scope of public administration immensely. White said, “Administration is a moral act and administrator is a moral agent”.
6. Public administration hold a very importance place in the lives of the people. In view of the important role of public administration in the life of the people, its study cannot be ignored by the people of a country. Therefore its teaching should be a part of the curriculum of educational institutions.

b) IMPORTANCE AS AN ACTIVITY

The contemporary age, which has witnessed the emergence of ‘Administrative State’, public administration has become an essential part of society and a dominant factor. The functions it is called upon to perform, have expanded in scope and nature, and what is more, are continually increasing. Many of them are more positive in nature because they care for the essential requirements of human life, be it health, education, recreation, sanitation, social security or others. It is, therefore, a creative factor, with its motto being ‘public welfare’. These functions are over and above its regulatory functions. The viewpoints of eminent scholars, as referred to below, amply reflect the significance of public administration.

Leonard White: In their broader context, the ends of administration are the ultimate objective of the state itself—the maintenance of peace and order, the progressive achievement of justice, the instruction of the young, protection against disease and insecurity, the adjustment and compromise of conflicting groups and interests—in short, the attainment of the good life.”

Woodrow Wilson: “Administration is the most obvious part of government; it is government in action, it is the executive, the operative and the most visible side of the government”.

Brooke Adams: “Administration is an important human faculty because its chief function is to facilitate social change and to cushion the stock of social revolution”.

W. B. Donham, “If our civilization fails, it will be mainly because of breakdown of administration”.

Paul H. Appleby: “Administration is the basis of government. No government can exist without administration. Without administration government would be a discussion club, if indeed, it could exist at all”.

The role of public administration in various facets is noted below:-

- Basis of the government: a government can exist without a legislature or an independent judiciary. But no government can exist without administration.
- An instrument for providing services: public administration is mainly concerned with the performance of various activities performed by government in the public interest. Felix A.

Nigro aptly remarks, “The real core of administration is the basic service which is performed for the public”.

- An instrument for implementing policies: modern governments go a long way in formulating and adopting sound policies laws and regulations. It should not be forgotten that such policies, laws, etc... Are not merely printed papers. Such paper declarations of intent are translated in to reality by public administration thus converting words in to action and form into substance.
- A stabilizing force in society: public administration is a major force for bringing stability in society. It has been observed that though government often changes, but violent change is seldom experienced by administration. An element of continuity between the old and the new orders is provided by public administration. It does not hold true only of constitutional changes of government in democratic countries, but is also reflected when there are revolutionary changes in the form and character of government.
- An instrument of social change and economic development: public administrations role as a change agent is particularly crucial in developing nations. It is expected of the states at present to work for accelerating socio-economic change and not to be a passive agency to maintain the status quo.
- Technical character: the present day government is expected to provide various services to its population. The increases in the number of functions undertaken by the government require highly specialized, professional and technical services. Modern public administration usually represents a galaxy of all of a nations occupations

According Gerald Caiden public administration has assumed the following crucial roles in contemporary modern society:

- Preservation of polity
- Maintenance of stability and order
- Institutionalization of socio-economic changes
- Management of large scale commercial services
- Ensuring growth and economic development
- Protection of the weaker sections of society
- Formation of public opinion and
- Influencing of public policies

PUBLIC ADMINISTRATION AND PRIVATE ADMINISTRATION

Public and private administration is often compared and contrasted .There is much in common between public and private administration and the difference between the two is only of degree, not of kind. It may be asserted that there is greater difference between small and large organizations than there is between public and private administrations.

First of all let us see the similarity between public and private administration. Both public and private administrations manifest common features at several points. Many of the managerial

and administrative tactics are common to both. The activities like account keeping, filing etc. are in same uniformity. Both mutually taking some practices in administration. The emergence of public corporation – a halfway house between its commercial prototype and the traditional governmental department- is a pointer to this trend. Thus, there is a good deal of similarity between public and private administration.

Despite these similarities, both function in different environment and performing different functions. The environment in which public administration functions fosters protective attitude of mind in the officials, and produces certain structural and procedural characteristics with a view to securing public accountability, impartiality and standardisation. In the words of Paul H.Appleby, “Government administration differ from all other administrative works to a degree not even faintly realised outside, by virtue of its public nature , the way in which it is subject to public scrutiny and outcry. An administrator coming into government is struck at once, and continually thereafter, by the press and public interests in every detail of his life, personality and conduct. The detail often runs to details of administrative action that in private business would never be of concern other than inside the organization”.According to him three aspects differentiate government from private administration; they are 1.breadth of scope, impact and consideration, 2. Public accountability, 3. Political character.

Followings are the main differences between public and private administration

1. Public administration serves the public and its aim is the general welfare and the public satisfaction. In contrast to this private or businessadministration, always orient to make more profit out of it.
2. Public Administration has to operate strictly according to law, rules and regulations. On the contrary private administration is free from such constrains of law and regulations. There are of course general laws regulatingbusiness but individual business firms have considerable flexibility to adapt their operations to changing situations.
3. The actions of the public administration are much more enclosed to the public gaze. An achievement rarely gets publicity, but a little fault hits the newspaper headline. This wide publicity is not to be found in private administration, nor it is so very closely watched by the public and media.
4. Public administration keeping impartiality in its dealings with the public. It observes the principle of consistency of treatment.Whereas in private administration discrimination are freely practiced due to competitive demands.
5. Public administration is much complex. There are many pulls and political pressures. Many minds have to meet and discuss before decisions are taken. By contrast private administration is more well-knit and single minded in operation
6. In the organizational level also public administration is more complex compared to private organization.
7. Public Administration has many responsibilities in terms of nation building and shaping the future of the society. It is therefore much more value oriented.

8. There is inevitably more of redtape(thus delay) in public administration than private administration
9. Activities of public administration are mandated by constitutional,statutory or executive authority. Private administration enjoys a much larger measure of freedom of action and behaviour
10. Public administration is slow to adapt itself to quick changes in the environment because of the operation of checks and balances within itself as well as the complexity of environmental factors. Private administration is quicker to change.
11. Public administration is subject to external financial control.

EVOLUTION & DEVELOPMENT OF PUBLIC ADMINISTRATION

The term 'public Administration' stands for two implications. Firstly it refers to the activity of administering the affairs of the government,like enforcement of law and order. Secondly, it refers to a branch of study like political science, sociology etc. Public administration as a discipline is not a very old one. In fact it was originated in 1887, when the former American president Woodrow Wilson wrote an article entitled '*the study of Administration*' in 'political science quarterly' however public administration as a practice , is as old as our civilization.

Evolution refers to a gradual unfolding of development of things in the course of time. When the past, present and future are considered in terms of a continuum, the study of the past or of history becomes all the more significant. The past not only foreshadows the present but also serves as its matrixes.

Public Administration as a separate subject of study originated and developed in the USA. The scientific management movement advocated by F.W.. Taylor, in the 19th century, industrialization which gave rise to large scale organizations, the emergence of the concept of welfare state and the movement for government reform due to negative consequence of spoils-system are all have contributed to the growth of Public Administration.

Yet Public Administration has passed through several phase of development. One can broadly divide the Public Administration into the following six periods.

1. First Stage : Public Administration Dichotomy 1887-1926
2. Second Stage : Principles of Administration 1927-1937
3. Third Stage : Era of Challenge 1938-1948
4. Fourth Stage : Crisis of Identity 1948-1970.
5. Fifth Stage : Public Policy Perspective 1971- 1991.
6. Sixth Stage : Rowing to Steering 1991- continuing.

Period I: 1887-1926

Public Administration as a discipline was born in the United States, and that country continues to enrich it even today. Woodrow Wilson, who was teaching Political Science at the Princeton University, and who later became the president of U.S.A., is regarded as the father of the discipline of Public Administration. In an article entitled, *The Study of Administration*, published in 1887, Wilson emphasized the need for a separate study of Public Administration. He made a distinction between politics and administration, and argued : "it is getting to be harder to run a

constitution than to frame one". Wilson's name is associated with two notable features. No notable event took place until 1900 when Frank J. Goodnow published his *Politics and Administration*. In it Goodnow developed the Wilsonian theme further and with greater courage and conviction. He argued that Politics and Administration were two distinct functions of a government. According to him, politics "has to do with policies or expression of the state will, while administration has to do with the execution of these policies". In short, Goodnow posited the politics-administration dichotomy.

In the early part of the twentieth century many American universities began to take active interest in the reform movement in government, and thus scholars got attracted to the field of public-administration. In 1914, the American political science association published a report, which delineated the objectives of the teaching political science. One of the objectives proclaimed was to "prepare specialist for governmental positions". Thus, public-administration was recognized as an important sub-area of political science and its study was increased in the universities of America.

In 1926 appeared the first textbook on the subject. This was Leonard D. White's introduction to the study of public-administration. This book faithfully reflects the dominant theme of the contemporary period: its premises are that politics and administration are to be kept separate; and efficiency and economy are the watchwords of public-administration.

Period II: 1927-1937

The second period in the history of Public Administration has as its central theme the Principles of Administration. The central belief of this period was that there are certain 'principles' of administration, and it is the task of the scholars to discover them and to promote their application.

This period opened with the publication of W.F. Willoughby's *Principles of Public Administration* (1927). The title of the book is very suggestive, and indicates, very correctly, the new thrust of the discipline. This period saw the publication of a number of works, the more important among them being Mary Parker Follet's *Creative Experience*, Henry Fayol's *Industrial and General Management*, Mooney and Reiley's *Principles of Organisation*. This period reached its climax in 1937 when Luther H. Gulick and Lyndal Urwick's *Papers on the Science of Administration* appeared. The use of the word 'science' is significant, for Gulick and Urwick implied that Administration was science. Gulick and Urwick coined that acronym POSDCORB to promote seven principles of administration.

In short, the years 1927-1937 were the golden years of principles in the history of public administration. This was also a period when public administration commanded a high degree of respectability and its products were in great demand both in government and business.

Period III: 1938-1947

The advocates of the principles of administration began soon to be challenged, and the period from 1938 to 1947 was, indeed, one of continuous and mounting challenge and questioning. In 1938, Chester I. Barnard's *The Function of the Executive* was published. The book discusses the broader issues of administration such as formal and informal functions, functional overlap,

organizational environment, equilibrium among organizational units and inducement contributions. Chester Barnard does not in the least uphold the stand taken by the writers of the second period like Willoughby, Gullick, Urwick etc.... Herbert A Simon wrote an article entitled, 'The Proverbs of Administration' in 1946, and its argument was further developed in his *Administrative Behaviour* which was published in 1947 and on which he was awarded the Nobel Prize in the year 1978. The principal thesis of Simon is that there is no such thing as principles of administration; what are paraded as 'principles' are in truth no better than proverbs. Herbert Simon developed a rationalistic theory of administration along with 'bounded rationality'. The claim that public administration is a science was challenged by Robert Dahl in 1947, and he argued that the quest for principles of administration was obstructed by three factors. These were values permeating administration while science is value-free. Besides, human personalities differ and so do the social frameworks within which organizations have inevitably to operate. As a result of criticisms, Public Administration found itself in a deflated position, and the morale of the discipline was low. It was on this note that Public Administration entered the fourth phase in its history.

Period IV: 1948-1970

This period has been one of crisis for public administration. The brave new world promised by the thinkers of the 'principles era' stood shattered and the future of the discipline appeared to be a little uncertain. Public Administration was facing a crisis of identity. Many public administrations responded to this crisis of identity by returning to the fold of the mother science, namely political science. But they discovered that they were not very much welcome to the home of their youth. Many political scientists began to argue that the true objective of teaching in the field was intellectualized understanding of the executive, thus, reversing the objective laid down in 1914, namely, and preparing specialist for governmental positions. There was also a talk of continued dominion of political science over public administration. The process of de-emphasis of public administration in the larger discipline of political science got, if anything, accelerated in the 1960s. In short, this period witnessed the spectacle of political science, not only not letting public administration separate itself from it, but also not fostering and encouraging its growth and development within its own field.

Public administration, naturally, was in search of an alternative and the alternative was available in the form of administrative science. Here too, public administration had to lose its distinctiveness and separate identity and merge with a larger field.

Period V 1971-1991

Despite the uncertainty and turmoil of the preceding period, public administration during period 1971-91 registered progress and entered the seventies with an enriched vision. Public administration attracted within its fold scholars from various disciplines and thus was becoming truly interdisciplinary in its nature. Indeed, of all the social sciences, it is public ad which is most interdisciplinary, it is also drawing heavily on the management science. Public administration has come closer to policy science and related areas and has been showing ample concern for issues in the field.

Phase VI: 1991-continuing

The seeds of the period, which began in the year 1991, were sown in the proceeding one. The public bureaucracy was viewed as the society's favorite solution to the problems confronting. The solution failed to feeling disillusioned with bureaucracy leading at to search for its alternatives. The alternatives discovered are the market and the non-government organizations. New public management and the civil society are the emerging new paradigms.

As an academic field, public administration evolution may thus be viewed as a succession of five over-lapping paradigms. Nicholas Hentry includes the politics administration dichotomy (1900-1926), the principles of administration (1927-1937), public administration as a part of political science (1950-1970), public administration as administrative science (1956-1970). Public administration as public administration (1970-1991) and public administration as new public administration.

Many other branches also emerged like development administration, comparative public administration, international administration etc. The emerging focus of public administration is organization theory and management science, its focus is the public interest and public affairs. . USA continues to be the single most important source of literature in thefield of public administration.

PUBLIC ADMINISTRATION: ART OR SCIENCE

Public Administration has two dimensions – as a practice and as a study. As a practice it stands for a process or activity administering governmental affairs. As a study it stands for an area of intellectual enquiry. As a practice, public administration is an art, but as a study of governmental affairs, it is surely a science. It is clear that social sciences which study the complex human behaviour are not exact sciences like physical sciences. But social sciences are trying to become more and more scientific by using scientific methods of study.

Woodrow Wilson, the pioneer of Public administration, as a subject of study called it as the 'Science of Public Administration as early as 1887. He laid emphasis on the study of Public Administration "to rescue executive methods from the confusion and costliness of empirical experiment and set them on the foundations laid deep in principle". W.F. Willoughby, Luther Gullick and L. Urwick etc are contributors who laid emphasis on the Science of Administration. Willoughby asserted that " inadministration there are certain fundamental principles of general application analogous to those characterising any science." In 1939, Charles Austin Beard spoke of "Philosophy, Science and Art of Public administration".

The question raised is whether Public Administration is a true science? The most important features of science are absence of normative (or ethical) value, predictability of behaviour and finally universal application. All these three factors are not fully present in public administration. Values cannot be fully eliminated from public administration. Public Administration is ultimately a politics and normative values cannot be completely sacrificed. On the other hand science is value-free or has no ethical content.

Yet another issue is that public administration, like any other social science, studies human behaviour. As Robert Dahl remarked, the concern with human behaviour limits the immediate

potentialities of a science of Public administration. To Dahl, no science of Public administration is possible unless: (1) the place of normative values is made clear, (2) the nature of man in the area of public administration is better understood and his conduct is more predictable and (3) there is a body of comparative studies from which it may be possible to discover principles and generalities that transcend national boundaries and peculiar historical experiences”.

Moreover, public administration has had its growth in the cultural framework of the West. As such its findings and principles may not be valid in other parts of the world, where different cultures prevail. Public administration is culture bound. In short, public administration can be entitled to be called a science only after its principles are directly derived from studies and investigations made in the different societies of the world-in Asian, Latin, American and African countries.

Public Administration is not an exact science like Physics. But part of which has already become mechanized can be classified as science. The impact of computer and the statistical and Mathematical techniques like operations research, linear programming etc is gradually making increasing part of public administration scientific.

To conclude the different arguments, Public Administration cannot be called a science until the following three conditions are fulfilled. 1. The place of normative value should be clearly identified and made clear. 2. Greater understanding should be gained of human nature in the field of public administration. 3. there should be developed a body of cross-cultural studies from which should be derived the principles of administration not suffering from ‘culture bound’.

NEW TRENDS IN PUBLIC ADMINISTRATION

As an academic discipline, Public administration is growing and developing gradually. Always it has tried to respond to the constantly emerging social needs. Some of the significant contemporary development in this discipline is the New Public Administration, New Public Management, theory and practice of management, feminist and environmental perspectives on public policy and administration, and corporate governance.

Public Administration also developed and created new branches of study like development administration, comparative administration and international administration etc.

A) New Public Administration

New Public Administration (NPA) can be defined as a new and qualitatively different phase in the growth of public administration, infused with political values like equity, social justice, change and commitment. This new phase is often equated with the ‘crisis of identity’ of public administration as a separated discipline. NPA can be regarded as the first serious attempt on the part of the practitioners of public administration to give it a stable identity by re-emphasizing its core commitments towards the society.

The origin of NPA can be traced back to a path-breaking conference in 1968 at the Minnbrook conference I held at Syracuse University. It was attended by a host of young intellectuals drawn from different branches of social sciences. This conference was truly a wake-up call for all theorists and practitioners, to make the discipline socially relevant and accountable. It was held in the backdrop of a turbulent time which was marked by a series of social upheavals in

the form of ethnic clashes, campus clashes, Vietnam war and its repercussions in American society and the like. The New Public Administration was the result of the above developments and a deep sense of dissatisfaction with the existing state of affairs. This new “counter-culture”, as Mohit Bhattacharya puts, has called for the ‘primacy’ of ‘politics’ in administration.

The Minobrook conference site at Syracuseuniversity has a unique distinction of hosting three consecutive conferences pertaining to the development of public administration. In an exact interval of twenty years (1968, 1988 and 2008) the centre has organized three conferences respectively known as Minnobrook conference I, II and III. The first conference was famous for bringing about a new era in public administration informed with relevance, equity, change and social justice. Public interest formed the core of the deliberations. Social equity has been added to efficiency and economy as the rationale or justification for policy positions. Ethics, honesty and responsibility in governance have returned again to public administration. Change, not growth has come to be understood as the more article theoretical issue. Effective public administration has come to be defined in the context of an active and participative citizenry.

In addition to advancing these themes, the participants were influential in the primary professional association, the American Society for Public Administration (ASPA). It has now open elections, sections for minorities and women, and a record of women and minorities in the leadership positions. It has developed a code of ethics and takes position on the significant public policy issues of the day.

NPA is not free from criticisms. It is often held responsible for the propagation of an illusion of “paradigm shift or paradigm revolution within the field”. The argument goes that NPA instead of contributing to a paradigm shift, has fostered intellectual confusion, methodological issues and institutionalization of undisciplined mediocrity in the field with a definite political intention of re-enforcingstatuesque. However, NPA is a kind of soul-searching exercise, which sought to bring back relevance in public administration by integrating theory and practice in a coherent whole.

Goals of New Public Administration

The scholars have pointed out the five goals for the NEW Public administration. They are relevance, values, social equity, change and client orientation.

1. Relevance:Traditionally efficiency and economy have been the key concern s of public administration. theMinnobrook conference felt , the discipline need to be relevant to the contemporary issues and problems . The scholars desired radical changes in the curriculum of the discipline to make it more relevant to the realities of public life

2. Values: The conference made a plea for a greater concern with values, issues of justice , equity and human ethics.It was held that the commitment to values would enable the discipline to promote the cause of the disadvantaged sections in society.

3. Social Equity: The then prevailing social unrest in the society ,strengthen the belief that sociaequity needs to the primary aspect of administration. The conference made a plea for distributive justice and equity to be the basic concerns of public administration

4. Change: The conference attempted to make this discipline more relevant through change. Administrator was considered an agent of change

5. Client Orientation: It was the first Minnbrook conference that have taken the lead in identifying client or people orientation a key goal of public administration.

Dwight Waldo identified three features of new public administration namely;

1. Client -oriented bureaucracy
2. Representative bureaucracy
3. People's participation in administration

B) New Public Management

The impact of Globalization on public administration has been significant, emphasising change, reinventing public administration with a managing orientation. From the early 1980's serious have been posed to administration to reduce reliance on bureaucracy. Today New Public Management has become a prescription for the ailing public sector across the globe. The origin of NPM can be traced back to administrative reform measures in the west, to be more specific I the organization for economic cooperation and development group of countries from late 1970's. Christopher Hood has shown the emergence of NPM was coincided with four administrative mega trends. They are:

1. Attempts to slowdown or reverse government growth in terms of overt public spending and staffing;
2. the shift towards privatization and quasi-privatization and away from core government institutions with renewed emphasis on subsidy in service provision;
3. the development of automation ,particularly in IT and in the production and distribution of public services; and
4. the development of amore international agenda , increasingly focused on general issues of public management ,policy design,decision styles, and intergovernmental cooperation , on top of the older tradition of individual country specialism's in public administration

The core characteristics of NPM perspectives include:

1. Productivity: gaining more services from lesser revenues
2. Marketization: replacing traditional bureaucratic structures, mechanisms and processes with market strategies
3. Service orientation; keeping the needs of customers as a priority
4. Decentralisation: transferring service delivery responsibilities to lower levels
5. Policy-administration dichotomy: making a distinction between policy and execution.

C) Theory and practice of governance

In the contemporary social science discourses, the word governance got more popularity. Governance does not simply mean 'rule' or 'administration'; it has a specific meaning in the context of globalization. Broadly speaking governance is the manner in which power is exercised. Governance generally means 'the act or process of governing ,specially authoritative direction and control'. To be more precise ,governance can be further defined as 'the political

direction and control exercised over the actions of the members, citizens or inhabitancy of communities, societies and states”.

The World Bank defined good governance as follows:-

Good governance is epitomized by predictable, open and enlightened policy-making a bureaucracy imbued with a professional ethos acting in furtherance of the public good, the rule of law, transparent processes and a strong civil society participating in public affairs.

Here we can see there are four key elements. a) public sector management, b) accountability c) legal framework for development d) information and transparency.

D) Digital/E Governance

In the era of globalisation, the concepts of ‘e-governance’ or ‘digital governance’ is very significant. It derived from the Information and Communication Technology. The aim of e-governance is to open up government process and enable greater public access to information. Both digital and e-governance are of recent origin and there is hardly any universally acceptable definition. Digital/e-governance refers to the use of the emerging ICT like the internet, webpage and mobile phones to deliver information and services to citizens. It can include publication of information about government services on websites and citizens can download the application forms for these services. It can also deliver services such as filling of a tax form, renewal of licence and processing on-line payments as well. According to Jagdish C Kapoor, the purpose of digital government is to create ‘super counters in (government departments) and climate the endless maze citizens have to negotiate going from door to door, floor to floor, to obtain service’. Appropriate use of various techniques of ICT will usher in a new era in public administration by seeking to make the governmental functioning and processes more transparent and accessible.

Conclusion:

In this module, we have discussed the meaning, scope, nature, importance; the differences between public and private administration, evolution and the new trends in the public administration etc. . An analysis of the study shows that the public administration is inevitable because, contemporary civilization cannot progress without a sound administrative system. The importance of the public administration as a discipline has been closely associated with the increasing activity role of government everywhere. Public administration is a branch of study which has been developing in different levels to meet the administrative problems of the society. It adopts new concepts from the management system and also became a growing field of knowledge and practice, to meet the emerging challenges which are occurring in the field of government.

Assignment:-

1. Explain the meaning, nature and importance of public administration.
2. Describe the various states of development of public administration.
3. Bring out the new trends developed in the area of public administration.

MODULE II

APPROACHES TO PUBLIC ADMINISTRATION

Evolution of administrative theory

Public administration is an integral part of the society. Its importance is pivotal in both developed and developing countries. Public administration as a specialised academic field deals essentially with the machinery and procedure of government as these are used in the effective performance of government activities. In simple public administration is a combination of theory and Practice.

Theory is a body of principles dealing systematically with a subject. Theory is a concise presentation of facts and a logical set up of assumptions from which empirical laws or principles can be derived. Its task is to tie significant knowledge together to give a framework. Development of a theory should be in consonance with adoption of scientific approach to analyse and understand a particular phenomenon.

Public Administration is the action part of government for the fulfilment of the objectives of the political system. The machineries of government and their functioning have attracted the attention of scholars since the time of recorded history. Kautilya's Arthashastra, Aristotle's politics, and the Machiavelli's prince are important contributions to both political and administrative issues and ideas. Administrative theory will help the administrator to conceive proper reasoning and sound arguments. Administrative theory educates the administrators scientifically, as theory is the conceptualisation of experience.

Administrative theory is a highly contested terrain of public administration. Theory is a body of generalization, which attempts to make sense of the world. Broadly speaking, validity of any theoretical construct depends on its ability to describe, explain and predict. According to Stephen Bailey's, "the objectives of public administration theory are to draw together the insights of the humanities and validated propositions of the social and behavioural sciences and apply to these insights and propositions to the task of improving the process of government aimed at achieving politically legitimized goals by constitutionally mandated means".

Administrative theories have been developed in United States of America. In 1914 the American political science association published a report which delineated the objectives of the teaching of political science. One of the objectives stated was to "prepare specialists for governmental positions". Thus public administration was recognised as a subarea of political science. American universities gave more importance and recognition to this subject. For the development of the subject we are indebted to the USA.

A) Traditional approaches

Public Administration is a generalized human activity concerned with the ordering of men and materials required to achieve collective social ends. Since its birth, the study of Public Administration has been growing in different directions and today it involves complex concerns and functions. There have been numerous attempts by different scholars to explain the different aspects of public administration. The result is that public administration consists of relatively

distinct approaches that grow out of the different perspectives that shape its structures and functions. Each approach gives a particular point of view of administrative activity. In a broad sense, one can divide the approaches into normative approach and empirical approach. The normative approach concentrates on what public administration should be, while the empirical approach analyses the actual administrative situations. The traditional approaches include philosophical approach, historical approach, institutional approach, legal approach and comparative approach.

1. Philosophical approach

Like all other social sciences, philosophical approach is perhaps the oldest approach in the study of public administration. Santhiparva of Mahabharata, Plato's republic, Hobbes' Leviathan, Locke's treatises on government are examples of the approach. This approach takes within its purview all aspects of administrative activities. Further it enunciates the principles or ideals underlying those activities. Essentially its range is very comprehensive.

2. Historical approach

The historical approach seeks to recreate a chapter of history as it attempts to study the public administration of the past within particular timespan and interpret the organization and information in chronological order. A society having a rich past caters to this approach as the uniqueness of its administrative system is thus identified. In fact quite a sizable number of administrative institutions can be comprehended in the light of their past by adopting this approach.

3. Comparative Approach

Woodrow Wilson has examined the methods best suited for the study of administration. He rejected the philosophical method and emphasized the historical and comparative methods. According to him, nowhere else in the whole field of politics, one can use these methods more safely than in the province of administration. Without comparative studies in government, we cannot rid ourselves of the misconception that administration stands upon different bases in democratic and other states. A comparative approach to public administration structures of differentiations with different cultural settings. The Comparative Administrative Group (CAG) has defined it as the public administration applied to diverse cultures and national settings and the body of factual data by which it can be examined and tested. The purpose of such comparisons is to find out the universal elements in public administration and build a theory of public administration. As mentioned earlier, Woodrow Wilson was the first who stressed the need for a comparative study of public administration. In 1947, Robert Dahl, in his essay, "The Science of Public Administration," "Three Problems" also emphasized the utility of comparative public administration to develop a science of public administration. However, the comparative approach to public administration became popular only after the II World War with the emergence of new nations in Asia, Africa and Latin America. These nations were facing the challenges of modernization and technological development. It was hoped that a science of comparative public administration would provide insights into such problems and yield some useful hypotheses about administrative behaviour in general. Two important figures in this field are Ferrell Heady and Fred Riggs. The

comparative approach to public administration is not only useful to strengthen the theory building process in public administration but also helps us to know whether the administrative practices in a particular nation are applicable to other nations or not. On the basis of this, the applicability of the administrative models can be judged and practiced in other political systems

B) Modern Approaches

1. Marxist Approach

Karl Marx, the father of scientific socialism, never attempted a full length discourse on public administration or bureaucracy. His interests were largely peripheral in the sense that he dealt with public administration only as complementary to capitalism. Yet, as a keen observer of the European Public administrative systems of his times, Marx could not ignore the significance of bureaucracy in the society.

Unlike Weber, Marx did not write extensively on bureaucracy. But he made more than passing reference to bureaucracy in his critique of Hegel's *Philosophy of Right*. In it he had clearly expressed his views on the structure and behaviour of bureaucracy and its relationship with State and Society. Marx's usage of bureaucracy refers both to the system of administration and to the men who implemented that system. He examined it as a set of relationships that arise in a specific socio-economic context. Therefore Marx's interpretation of bureaucracy must be understood within the conflict, the crisis of capitalism and the advent of communism.

Marx had no intention to present a systematic exposition on bureaucracy. His theory of bureaucracy should be read in his overall schematic framework of social change. He had identified bureaucracy as an appendage of the ruling class, which had worked in tandem with the state to perpetuate the existing rule. Citing the example of French bureaucracy during the revolution of 1789, he had shown how bureaucracy had facilitated the ruling bourgeois class. In his view, bureaucracy is often acted as a buffer which absorbs shocks that might hit the state. Therefore, as a true, scientist of social change he had identified the crucial importance of bureaucracy in sustaining the status quo and prescribed the simultaneous abolition of bureaucracy and the state.

Even though Marx dealt with public administration only as complementary to capitalism, his ideas are profound in two respects (1) while elaborating his argument concerning the rise and decline of capitalism, he was more and more engaged in the real momentum of developed capitalism, as evidenced in the struggle between those upholding capitalism and those who are opposed to it. In this process, bureaucracy had no choice but to act formally as an appendage to the system of production contributing to the division of classes and (2) by identifying the institutional roots of bureaucracy. Marx provided a contextual explanation of public administration contrary to the Weberian universal model of administration. Bureaucracy is 'rational' provided it is conceptualized within a socio-economic format. Therefore, there cannot be a meaningful universal design. This is where Marx stands out as a creative theoretician of public administration, which is not merely a structure, but is ideological in the sense of its behaviour, specific to the socio-economic and political milieu within which it is located.

2. Ecological Approach

Administration and its environment influence each other and the understanding of the dynamics of this process is necessary to understand administration. This approach is known as ecological approach. The word 'ecology' is borrowed from biology where it suggested the interdependence between an animal species and its natural environment.

The Ecological approach to the study of public administration was initiated (in the order) by J.M. Gans (1947), Robert. A. Dahl (1969), Roscoe Martin (1952) and F.W. Riggs (1961). Fred W. Riggs is currently the foremost exponent of the ecological approach in public administration.

In 1961, F.W. Riggs in his book, "The Ecology of Public Administration" explored from a comparative perspective the interaction between public administration and the environment in which it develops. In analysing the administrative system from the ecological point of view, Riggs mainly used the structural-functional approach. Talcott Parsons, Robert Merton, Marion Levy, Gabriel Almond and David Apter are the other thinkers who adopted this approach in their works.

The ecological approach views public bureaucracy as a social institution which is continuously interacting with the economic, political and socio-cultural sub systems of a society. Bureaucracy is not only affected by these environmental systems but also affects them in turn. Thus, this approach emphasizes the necessary interdependence of public bureaucracy and its environment. In the opinion of Riggs, administrative institutions are shaped and affected by their social, economic, cultural and political environment. Therefore, he emphasizes that in order to understand better the real nature, operations and behaviour of a particular administrative system, one should identify and understand deeply in various environmental factors influencing it. The ecological approach determines how an administrative system operates in practice. Thus it is useful to understand administrative realities.

3. Behavioural Approach

The growing dissatisfaction against the institutional structural approach crystallized into what has come to be called the behavioural approach to the study of Public administration. This approach, which dates back to the forties, focuses on the actual behaviour of persons and groups in real organisations. This approach argues that one cannot understand the actual functioning of organizations without understanding why people act as they do. Hence, the behaviourists have come to apply the knowledge of social psychology, anthropology, psychology and many other disciplines in an effort to secure a better understanding of the actual human behaviour within organization. The main aim of this approach is to establish a body of knowledge that facilitates understanding, explaining and prediction of human behaviour in administrative situations.

In contrast to the earlier approaches, the behavioural approach tends to focus quite strongly on methodological problems, the use of survey analysis to determine organizational reality, and is concerned with human aspects of administration and decision making. It attempts to build descriptive and analytical generalizations about organizations and administrations. One of its normative assumptions is that it is possible to build an administrative science through careful

research on organisations and the behaviour of those who work in them. Herbert Simon and Robert Dahl have been among the pioneers of the approach to the study of public administration.

4. Developmental Approach

The term ‘developmental administration’ was first coined by U.L. Goswami in 1955 and later popularized by scholars like Riggs, Edward W. Weidner, Joseph La Palombara and Albert Waterson. Weidner was the first to introduce the concept of development administration. Edward Weidner defined development administration as an “action-oriented, goal – oriented administrative system”. It is the process of guiding an organization towards the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or another.

The term development administration has been used in two inter related senses. First, it refers to the administration of development programmes, to the methods used by large scale organisations, notably governments, to implement policies and plans designed to meet their developmental objectives. Second, it indirectly involves the strengthening of administrative capabilities. These two aspects of development administration that is the administration of development and development of administration are intertwined in most of the definitions. To Riggs, “development administration” and ‘administrative development’ have a chicken-and-egg kind of relationships. Today, development administration is concerned with the formulation and implementation of four P’s- plans, policies, programmes and projects.

Characteristics of development administration

1. Change-orientation- The distinctive feature of development administration is its central concern with socio-economic change. It is this special orientation which distinguishes it from traditional administration which is basically concerned with the maintenance of *status-quo*.
2. Result-Orientation:- Development administration has to be result-oriented since changes have to be brought about rapidly and within a definite time schedule.
3. Commitment to work – In development administration the organizational role expectation involves commitment to socio-economic change and concern for completing time bound programmes. The bureaucracy is expected to be ‘involved’ and emotionally attached to the jobs they are called upon to perform.
4. Innovativeness: Development administration focuses on replacing or improving the existing governing structures and norms with the ones that suit the changing political and social environment. In other words, development administration is one that is dynamic and progressive in thought and action.
5. Client orientation:- Development administration is positively oriented towards meeting the needs of marginal farmers, landless agricultural labourers and rural artisans in developing countries. The socio-cultural and politico-economic progress of these sections forms the essential basis of the performance appraisal of development administration.

6. Citizen-participative orientation:- Development administration accepts for its purposes the principle of associative and participative system of administration. Here people are taken as active participants in the formulation and execution of developmental plans, policies and programmes.
7. Temporal dimension:- Since socio-economic changes have to be brought about as quickly as possible, time assumes considerable importance in development administration.
8. Effectiveness of co-ordination:- Since development implies increasing specialization and professionalization, a number of agencies and organisations involved in development tasks has considerably gone up. Co-ordination between various administrative units and activities is essential for attaining the maximum benefit.
9. Ecological perspective:- Development administration shapes the political, social and economic environment and also gets affected by it in turn. It is not a closed system. It receives feedback from the social system and responds to the demands put on it by the system.

5. Decision Making Approach

Decision making approach is generally associated with the pioneering contribution of Herbert Simon. The decision making approach usually equates administration with decision making. Decisions are made at every stage of the organization and are considered as fundamental steps in the process of policy formulation. However, decision making is not a single person's task, it involves a series of steps including feed back and follow up actions and obviously multiple actors. Herbert Simon gives importance to rational decision making.

Decision making is a complex process involving several steps. They can be sequenced the following manner:-

1. Identification of or locating the problem.
2. Getting related information and data and figuring out tentative options.
3. Weighing the tentative steps by seeking the opinion of the subordinates.
4. Zeroing in on a particular option.
5. Evaluate the efficiency of the decision reached at.
6. Getting the feed back and make necessary modification if situation so demands.

Hence decision making requires a total team work starting right from the chief executive down to the personnel stationed at the ground level. Then only the objective of the organization can be achieved in a satisfactory manner.

Herbert Simon's rational decision-making theory

Decision making approach is popularly associated with Herbert Simon, who has introduced the rational decision making approach. Simon views organization as a structure concerned with decision making. Decisions are made at every level of the organization. With an objective of ensuring that decision making is more effective and scientific, Simon tried to uncover the complicated inner dynamic of a decision in order to see how multiplicity of value premises

determines the ultimate decision making. Simon breaks up decision making process into three phases namely, intelligence activity, design activity and choice activity. By intelligence, Simon referred to those activities by which one scans the environment and identifies occasions to make a decision, by design, he referred to finding or developing alternative options; and by choice, he referred to finding or developing alternative courses of action from those available options.

To Simon decision making involves choice between alternative plan of actions, and the choice in turn, involves logical co-ordination between fact and value propositions. Thus, Simon's decision making approach has other criteriaie the 'rationality' criteria. Simon views that total rationality in an administrative situation is almost impossible. Hence he has prescribed a moderate level of rationality (bounded rationality) based on a practical level of satisfaction.

Simon's contributions are undoubtedly a major breakthrough in the evolution of administrative theory. His model has greatly encouraged the need for the use of various management techniques in public policy making and policy science has received the initial impulse from his formulation.

6. Structural- Functional Approach

F.W. Riggs mainly used structural-functional approach in analyzing the administrative systems. This approach envisages that in every society certain important functions have to be carried out by a number of structures with the application of certain specified methods. To Riggs, in every society five important types of functions are discharged, viz. economic, social, communication, symbolic and political functions. The same set of functional requisites applies to an administrative sub-system in which various structures carry out a number of functions in a specified manner. In the field of public administration, it was first suggested by Dwight Waldo in 1955. Waldo's suggestion was first followed by F.W. Riggs when he came out with his The structural functional approach "agrarian-industria" (that is, agricultural and industrial societies) typology in 1956. These models were developed keeping in view the societies of imperial China and the United States. According to him, all societies transform from 'agraria' to 'industria' at a given point of time.

Later in 1957, he developed an intermediate model named "transition" which represented the transforming societies and possessed the characteristics of both "agrarian" and 'industria" But the typology of 'agrarian-transitia – industria" was criticized as having many limitations. Later, Riggs developed another set of models to analyse the administrative systems in developing countries. It came to be known as the fused-prismatic-diffracted model. The ideal models of Riggs analyse the administrative systems, in developing countries. It came to be known as the fused-prismatic-diffracted model. The ideal models of Riggs administrative systems – fused, prismatic and diffracted are hypothetical assumptions aimed at analysing pre-historic developing and developed societies.

Riggs created models on the basis of the structural – functional approach. In his view, in a fused society, a single structure carries out various functions. Contrary to this, in a diffracted society separate structures are created to carry out specific functions. But between the two, there

exist a number of societies in which the characteristics of both fused and diffracted societies exist side by side. These are called prismatic societies.

The focus of Riggs's analyses is the study of certain key elements of the social structures in a prismatic society and their interaction with "sala", ie, the administrative sub-system in such a society. His treatment of the fused and diffracted societies is sketchy, and has relevance only to the extent that it aids the analysis of prismatic societies. It is to explain the 'administrative ecology' of prismatic societies that he has constructed the "Prismatic-sala" model. He identified three features of prismatic-sala model:- (1) Heterogeneity (2) Formalism, 3) Overlapping.

Later on in his book "Prismatic Society Revisited " (1973), Riggs revised his prismatic theory. He replaced the 'one dimensional approach' (differentiation) with "two dimensional approach' (differentiation and integration). Thus, he reconceptualised diffracted societies as, "co-diffracted", "Ortho diffracted" and 'new diffracted' and prismatic societies as 'co-prismatic', 'ortho-prismatic' and 'neo prismatic'. His analysis of the process of administrative development can provide guidelines to the policy makers in different nations.

C) Contemporary Approaches

1. Contingency Approach

The contingency or situational approach attempts to bridge the gap between management theory and management practice. Mary Parker Follet used the phrase "Law of the situation" in 1919 to emphasise that different situations require different kinds of leadership. But the contingency approach developed mainly during 1970's. After a review of leadership studies, Ralph Stogdill concluded that the traits and skills required in leadership are determined by the situation in which an individual is exercising leadership.

The basic premise of the contingency approach is that managerial actions and organizational design must be appropriate to the given situation and a particular action is valid only under certain conditions. There is no one best approach for all situations. In other words, managerial action is contingent upon external environment. Thus the contingency approach takes into account not only the given situations but the influence of given situations on behavioural patterns of organization.

The contingency approach can be expressed as "if then" relationship approach. 'If' denotes the independent variable environment while 'then' stands for dependent variable ie. management action. This shows the contingent relationship between environment variables and management variables. In other words, for every environmental situation, an appropriate management style may be identified for the most effective attainment of desired goals. For example, participative leadership may be most effective in an organization employing professional personnel in a high technology operation in an atmosphere of non-materialistic orientation and free expression. On the other hand, authoritarian leadership would be more effective in an organization which employs unskilled personnel on routine tasks in social values oriented towards materialism and obedience to authority.

Contingency approach suggests that management is entirely situational and there is nothing like universal principles of management. There is no one best way to organize and manage. This approach highlights the multivariate nature of organisations and explains how organisations operate under varying conditions. With its help managers can design actions which are most appropriate to their respective situations. Contingency approach suggests that managers should develop situational sensitivity and practical selectivity. The contingency approach attempts to integrate the various schools of management thought.

2. The Rational choice approach

The rational choice theory, also known as choice theory or rational action theory, is a theory for understanding and often modelling social and economic as well as individual behaviour. It is the main paradigm in the currently-dominant micro economics school of thought.

Becher (1976) recorded that “the rational choice theory was early popularized by a 1992 Nobel Memorial Prize Laureate in Economics Science, Gary Becker, who was one of the first to apply rational actor models more widely”. Elster (1989) stated the essence of rational choice theory when he said that “when faced with several courses of action, people usually do what they believe is likely to have the best overall outcome”. The “rationality” defined by the rational choice theory adopts a more specific and narrower definition, which simply means that “an individual acts as if balancing costs against benefit to arrive at action that maximizes personal advantage”.

Rational Choice Theory is an approach that could be used by social scientists to understand human behaviour. Green (2002) identified that the spread of the rational choice approach beyond conventional economic issues is discussed by Becker (1976), Radnitzky and Bernholz (1987), Hogarth and Reder (1987), Swedberg (1990) and Green and Shapiro (1996) among others.

Rational choice is argued to have developed as part of the behavioural revolution in American political science of the 1950s and 1960s which sought to investigate how individuals behaved, using empirical methods. The approach has increasingly become a growing approach to political science, especially in the United States. Anthony Downs (1957) was the first to apply rational choice theory to electoral behaviour and party competition. His work, reviewed in Hinich and Munger (1997) went further to revolutionize the studies of elections. Other directions in which rational choice theory has gone away from the works of Downs include areas of collective action, public choice, rent seeking, among others.

Olson (1965) showed that individuals with self-interest would not always take part in collective action to accomplish a common goal, for instance, why would some of us refuse to pay our tax despite the fact that the monies derived from taxes are used to develop our society; improve basic amenities and security. This has lead to the development of the collective action theory, which can assist us to explain how collective actions failures can be grossly reduced if the decision makers involved are small.

The subject of public choice posits that the intervention of democratic governments to repair market failures have often created more problems than it solved. In part because, the combination of the self interest of bureaucrats in maximizing their budgets and bureaucratic

control over information on cost structure of state provisions of public goods result in their over provision, at the expense of the citizenry (Niskanen, 1971).

Post-war intellectual developments go back through micro economics and welfare economics, nineteenth century liberalism and utilitarianism, and the work of classical political economist like Adams Smith, John Locke and Thomas Hobbes. If rational choice theory owes intellectual debts to the liberal tradition, it has made repayments by suggesting lines of analysis and arguments within the field.

Rational choice theory adopts a quite different approach to the study of social action, human agency, and social systems and structures. There are many variants of rational choice theory which tend to differ from other perspectives in the following ways. The rational choice theory begins, firstly, from the viewpoint of the individual, as opposed to viewing several individuals interacting together, social situations, or groups. The emphasis on the individual interest is always the starting point of the theory. Although some theorists of rational choice make different assumptions about the individual and proceed to larger social groups and systems, each theorist begins with the individual as the foundation unit of the theory. In the words of Abell (2000), “it is only individuals who ultimately take actions and social actions.... Individual actions and social actions are optimally chosen and “individuals” actions and social actions are entirely concerned with their own welfare”. These basic assumptions portray the methodological individualism of the theory – the individual as actor with an initial concern only about him or herself, as well as his or her welfare. Upon the foundation of individualism, the rational choice theory may go further to portray how sharing, cooperation, or norms emerge, and the role they play in the decision making process.

Another major differential aspects of the rational choice theory is the fact that it is sociologically minimalist. It begins with a few simple assumptions about the individual and the relationship among individuals, and then builds models of social action and interaction that describe and explain the complexities of larger groups, systems and whole societies. This approach is very different from the systems and structural approaches of Durkheim or Parsons, who make social norms and values at the societal level an essential feature of their perspective. It also differs from the writers in the Marxian and Weberian traditions that emphasize large scale, global, and historical social forces. The rational choice theory also runs opposed to the symbolic interaction, interpretive and feminist approaches that adopts a dense and complex view of social actors and social interaction. The latter consider meaning, interpretation, emotions, experiences, and a wide variety of aspects of human existence, none of which can be reduced to the other, nor is capable of simple explanation. Contrastingly, the theory adopts a relatively spare and simple model of the individual, one that can be applied across time and space, so that it is a universal model.

3.Public Choice Approach

A great landmark in the evolution of Public Administration was the emergence of ‘public choice’ approach. Since the early 1960’s the public choice school has been developed by a number of eminent scholars in a variety of ways. Essentially a critique of the bureaucratic model of

administration, the public choice approach deals with the possibility of institutional pluralism in the provision of public goods and services. Plurality of governments and public agencies is supported on the grounds of consumer preferences.

Vincent Ostrom, the chief protagonist of the public choice school, has developed a concept of “democratic administration’ alongside the conventional idea of bureaucratic administration. The bureaucrats, in his view, prefer self-interest to public interest. Ostrom says, bureaucratic structures are necessary but not sufficient for a productive and responsive public service economy”. Ostrom’s democratic administration paradigm earned popular acceptance because of its forceful emphasis on democratizing administration. He argued the need for diverse democratic decision making structures, popular participation in administration and dispersed administrative authority. In brief, Ostrom argues, perfection in the hierarchical ordering of a professionally trained public service accountable to a single centre of power will reduce the capability of a larger administrative system to respond to diverse preferences among citizens for many different public goods and services and cope with diverse environmental conditions. A variety of different organisational arrangements can be used to different public goods and services. Such organisations can be co-ordinated through various multi-organizational arrangements.

To sum up, the public choice approach is an attempt to construct a theory of organisations in tune with consumer interest and individual preferences. The monocentric, hierarchical and bureaucratic model of administration has been found to be incompatible with some of the basic norms of a humanist and liberal democracy. The public choice school thus locates public administration within the domain of politics and an appropriate theory of political organization.

Conclusion:

The approaches to the study of public administration are classified in to three categories. They are traditional approach, Modern approach and contemporary approaches. Under the traditional approach we examine the philosophical, historical and comparative approaches. In Modern approach we discussed the Marxist approach, Behavioural approach, ecological approach, decision making approach, Structural-Functional approach and developmental approach. Under the contemporary approaches we studied contingency approach, the rational choice approach and the public choice approach. The study of these approaches helps us to understand more about the public administration.

Assignments:

1. Discuss the various models and approaches to the study of public administration
2. Describe the main features of development administration. How far it is relevant in understanding the problems of developing countries?
3. Discuss Herbert Simon’s rational decision making model with special reference to his concept of bounded rationality

MODULE III

PERSPECTIVES IN PUBLIC ADMINISTRATION

Introduction

The significance of public administration is increasing day by day as it has encompassed many new concepts within its fold. The functions, which it performs have expanded in scale, range and nature and is still increasing. It is necessary for not only maintaining public order, social security, welfare and economic infrastructure but also for the delivery of goods in terms of services like safety, utilities and enforcement of contractual obligations as also for ensuring the rule of law and treating all the citizens equally. Its nature, contents and scope – all go to make it the ‘heart of the problem of modern governments’ L.D. White

Public Administration has laid down for itself numerous plans and programmes of social and economic development. In developing democracies like India, which is striving hard to provide basic facilities to impoverished population, public administration has not only become the instrument of change and development but also a powerful agency for achieving national integration. As an instrument of change and development, especially in developing countries like India, public administration has successfully implemented various development programmes like community development, poverty eradication, employment guarantee schemes, housing schemes, rural connectivity, rural electrification, health care schemes and so on.

Public administration is a great stabilizing force in a society. Governments come and go but administration does not change. In this way it provides continuity and linkages between the old and new policies and programmes. In a diverse country like India, public administration becomes all the more important because it acts as a harmonizing and integrating force. It has created an environment where people with varied backgrounds can live together.

Administration Reforms Movement (1870-1926)

The discipline of Public Administration was born in 1887 when Woodrow Wilson’s article entitled ‘The study of Administration’ was published in Political Science Quarterly. Public Administration has passed through several phases of development. The first phase was from 1887 to 1926 – a period of administration reforms movement. Woodrow Wilson is regarded as the father of the discipline of Public Administration, he emphasized the need for a separate study of Public Administration and distinction between Politics and Administration and argued; “it is getting to be harder to run a constitution than to frame one”. An essay by Woodrow Wilson (1887) is often taken as the symbolic beginning of Public Administration as an academic discipline. Woodrow Wilson’s article, ‘The Study of Administration’, published in the Political Science Quarterly, was written at a time when there was a grave need to wipe out corruption, improve efficiency and service delivery to protect public interest.

Wilson argued that administration is the most obvious part of the Government and the least discussions happen around it. He further says that despite being the executive, the operative and the most visible side of the Government and being as old as the Government itself it has remain hidden from the scrutiny and inspection of writer, authors and subject matter experts where it

should have been the centre of debates and researches. He shows little appreciation towards the obsession regarding the constitution of Government, the philosophical approach towards the existence of State, the sovereignty or some greater meaning lying at the heart of the Government. Basically what he meant was the know-how of the actual business of Governing people and how that can be made more efficient.

In the context of the early 20th century USA and the world in general, Woodrow Wilson and his ideas regarding administration made sense. Life had changed much since the good old days of farms and cattle and now there were complexities of trade and commerce, stocks and bonds and financiers and then the national debts, the ever increasing conflicts between the capitalist class and the workers. In the light of these developments, ways the Government can function also needed a change which unfortunately was not assessed adequately resulting in inefficiency and wastage of resources.

In addition to above aspects, the Government's sphere of work was expanding, like the postal service in America and rail-road lines in Europe. So, if the transition was happening at the grass root level say for example to manage rail-road, national commissioners were made in addition to older state commissioners, the resulting extension of administrative function became a matter which needed to be delicately handled and not carried out in haste.

Woodrow Wilson propounded the idea of Politics – administration dichotomy which came to dominate the scene for quite some time. It was Frank J Goodnow who developed it further and with greater courage and conviction. He argued that Politics and administration were two distinct functions of a government. To him, “politics was to do with policies or expressions of the state will” while administration “has to do with the execution of these policies”.

In the early part of the 20th century many American universities began to take active interest in the reform movement in government and thus scholars got attracted to the field of public administration. In 1914, the American Political Science Association published a report which delineated the objectives of the teaching of Political Science. One of the objectives proclaimed was to “prepare specialists for governmental positions”. Thus Public Administration was recognized as an important sub area of Political Science. In 1926, the first text book on Public Administration “Introduction to the study of Public Administration’ by L.D. White, emphasized the need for separating politics and administration and efficiency and economy became the main themes of Public Administration.

Scientific Management

In 1927 W.F. Willoughby's book Principles of Public Administration came as the second textbook in the field reflected the new orientation of public administration. The new thought was that there are some scientific principles of administration, and administrators would be expert in their work if they learned how to apply these principles. The work of Frederick Taylor and the principles of scientific management had a significant effect on public administration for the period Taylor believed that the scientific principles were universally applicable. He was keen to apply them to public administration and supported attempts by his disciples to employ scientific management techniques in defence establishment.

At the time, there was complete absence of standardization of methods of work. The conditions in the factories were unplanned. The management were not concerned about the efficiency of methods of work. It was against such a general background of managerial unconcern for methods and tools of work that scientific management emerged as a new philosophy of management. F.W. Taylor is regarded as the father of Scientific Management. Taylor pointed out, “Management is a true Science, resting upon clearly fixed laws, rules and principles, as a foundation”. “The same principles can be applied with equal force to all social activities; to the management of our homes, the management of our farms, the management of the business of our tradesmen, large and small, of our churches, our philanthropic institutions, our universities and our governmental departments”.

Two assumptions made by Taylor are (1) the application of the methods of science to organizational problems leads to higher industrial efficiency, observation, measurement and experimental comparison are these methods, and (2) the incentive of higher wages will promote the mutuality of interest between workers and managers, which will lead to higher productivity.

There are other specific objectives embodied in Scientific Management. It seeks standardization of working conditions like best temperature and humidity, standardization of work methods, planning of daily task etc. Motion study, which is the observation of all the motions that comprise a particular job and the determination of the best set of motions, is a technique of standardization of work methods. Time study is the technique to be employed for planning the daily task. Yet another objective is to encourage the “high performer” to stay and the ‘low performer’ to leave. This is secured through ‘Differential Piecework plan’. Under this plan those who produce above standard receive higher wages than those who produce below standard.

In 1937 when Luther Gulick and Urwick coined seven principles ‘POSDCORB’ (i.e. Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting) in their essay ‘The Science of Administration’. This period reinforced the concept of politics-administration dichotomy and to focus on a value-free Science of administration. The central belief was that there are some universal principles of administration, and it is the task of scholars to discover them and promote their application. Economy and efficiency was the main objective of the administrative system. If Wilson is the pioneer of the discipline, Max Weber is its first theoretician who provided the discipline with a solid theoretical base. His ‘ideal’ type of bureaucracy continues to remain fundamental in any conceptualization of organization. Weber’s formulation is characterized as ‘value neutral, having certain ubiquitous features. It can be analyzed from three different points.

- First, bureaucracy can be understood in terms of purely structural characteristics. In fact, the structural dimension has attracted the most attention in the discussions on bureaucracy. Division of work and hierarchy are important aspects of structural features.
- Secondly; bureaucracy can be defined in terms of behavioural features. Certain patterns of behaviour form an inherent part of bureaucracy. According to Weber, The more the bureaucracy is ‘dehumanized’ the more completely it succeeds in eliminating from official business love, hatred, and all purely personal, irrational and emotional elements which escape calculation. This is the specific nature of bureaucracy and its special virtue”.

- Thirdly, bureaucracy can also be seen from the view point of achievement of purpose. This is an instrumentalist view of bureaucracy. As Peter Blau suggests, bureaucracy as an “organization that maximizes efficiency in administration or an institutionalized method of organized social conduct in the interests of administrative efficiency”.

What is distinctive in the Weberian formulation is the attempt to formulate ‘an ideal type’ bureaucracy. The bureaucratic model, according to Weber, is the most efficient organizational structure for administrative system developed so far in the modern world. It is superior to any other form in realization of economy, efficiency and stability.

In 1938, Chester I. Barnard in his book ‘The Functions of the Executive’ questioned the significance of politics-administration dichotomy debate. Dwight Waldo, a leading critic, challenged the validity of ‘principles’ borrowed from the scientific management movement and urged the development of a philosophy of administration based upon broader comparative study. He observed that Public administration cannot be fruitfully studied without taking into account its political and social environment.

The most significant dissection of principles appeared in Herbert Simon’s Administrative Behaviour: A study of decision-making processes in administration organization (1947), a rich intellectual work which facilitated Simon to receive the Nobel Prize in 1978. Simon proposed the development of a new science of administration based on theories and methodology of logical positivism. The focus of such a science would be decision-making. He maintained that to be scientific it must exclude value judgments and concentrate attention on facts, adopt precise definition of terms, apply rigorous analysis, and test factual statements or postulates about administration. Simon’s work emphasized the need of scientific analysis in public administration. He considered some of the classical principles as ‘proverbs’ as these were unscientifically derived.

Human Relation Movement – Human element in Public Administration

The pioneering studies which resulted from the experiments in the Hawthorne plant of the Western Electric Company by Elton Mayo in late twenties also challenged many prevailing ideas about incentives and human behaviour in groups. It concentrates on human factor and the complex interpersonal and social relations between people in organizational situations. The main contribution of human relations approach lies in highlighting the social and psychological side of human behaviour.

The tenants of the human relations school are as follows:-

1. An organization is not merely a techno-economic system. It is very much a social system.
2. The behaviour of an individual is dominated by the informal group of which he is a part.
3. An individual employee cannot be motivated by economic incentives alone. His social and psychological needs must be satisfied to improve the level of motivation. Social satisfaction at the work place leads to higher performance.
4. Employees are capable of self-direction and control. The employee centred and participative style of leadership is more effective than task-centred leadership.
5. Management requires social skills to make employees feel that they are a part of the organization. Organization must take interest in employee development and welfare.

These studies of human behaviour stresses the human aspect of administration, the need of employees for recognition, security, and ego-satisfaction, and the importance of the social environment and group attitudes in work situations. They reach the conclusion that employee-oriented supervision is more effective than production-minded, authoritarian supervision. Thus these studies highlighted the weaknesses of the machine concept of organization and suggested for taking into account the social and psychological factors of work situation. Unlike the machine mode of organization, it views organization in its holistic social perspective. It treats workers as human beings with all humanly attributes. It believes that each worker carries with him a different culture, attitude, belief and a way of life. Therefore, the organization must take proper cognizance of such socio-cultural aspects of a worker while engaging an employee. It is also significant for identifying the informal groups, which are important in achieving the organizational goals. Thus, Human relation theory discovered the human side of organization and tried to offer human solutions to human problems.

The findings of the Hawthorne experiment shocked the social scientists in many ways. The experiment was carried out on a piece rate wage system for the participant workers. It was seen that the workers were motivated to work for money only till the time when they would ensure an adequate income and refused to work more than that. This simple but startling revelation created quite a shakeup for the scientists as it clearly challenged the Taylorian principle of scientific management. At the next level, some female workers were separated from the rest of the workers and were put under observation. It was observed that with time and changed in the working conditions like lighting, humidity etc, their productivity kept raising. This puzzled the scientists even more, it was later discovered that the girls were aware of the experiment being conducted on them and therefore displayed their best performance.

The experiment conducted for over a year ended in some new understanding regarding people and performance. It was understood that human beings are motivated by several factors and not alone economic. They are greatly influenced by their social environment, form groups, have goals, beliefs, conducts and ethics which might not be in sync with that of the organization. So, for all practical purposes they were thinking, acting, conscious individuals who needed to be treated like one. This was a theory which made the thinkers move away from the earlier popular classical theory which proposed and emphasized on the structure, organizational planning etc as its core. It became very clear after the Hawthorne experiments that the informal relationships, the group dynamics and day to day functions of an organization are no less complex than the study of the mechanism of the organization. At the end of the day, it becomes important that the employees perform and their performance is sometimes far removed from the parameters and motivators understood by the organization.

However, the human relations approach suffers from the following limitations.

1. The human relations are not a really employee-oriented approach. It seeks to manipulate and exploit the emotions of employees for the benefit of the organization. It gives workers a false sense of participation and happiness.

2. The approach ignores the wider environmental issues such as the work task, organization structure and trade union. Social environment may fail to motivate employees if they find the work task highly momentous.
3. The human relations approach is based on a wrong assumption that satisfied workers are more productive workers.
4. The approach stresses the social psychological side of management and undermines the role of economic incentives in work motivation. If the employees feel that salary levels are too low, they are likely to be dissatisfied despite cordial inter-personal relations.

In spite of such limitations, Human Relations theory emphasized human factor in administration.

The behavioural approach to public administration owes its genesis to the Human Relations Movement of the 1930s. The movement started off as a protest to the traditional approaches to public administration that focused on organizations, institutionalization, rules, and code of conducts etc with absolutely no mention of people who are the centre of all these activities. The pioneering work done by Taylor and the emergence of Scientific Management created quite stir not just in the industrial sector but also in management and study of public administration. Henry Fayol worked on his Fayolism at around the same time as Taylor and came up with different set of functions and principles for the management bringing in terms like discipline, unity of command, equity and team spirit.

Herbert Simon was one of the torch bearers of this moment and stated that administrative behaviour is part of behavioural sciences and the study of public administration cannot be complete without the study of individual and collective human behaviour in administrative situations. The behavioural approach has certain salient features like:

- The literature that has been written on the topic stays away from being prescriptive. It follows a descriptive course with an exception to the studies carried out in the areas of motivation
- Individuals were paid attention to and aspects like motivation, decision making, authority and control were brought into focus
- The informal aspects of an organization and communication patterns amongst the members were emphasized
- The effort was to identify operational definition of terms and a lot of empirical study like field study, laboratory study and statistical methods were conducted
- It borrows a lot from other social sciences, social psychology and cultural anthropology

This approach made more sense and had greater relevance than earlier approaches as it took into consideration the fact that the political, social, economical and psychological environments have an effect on human motivation and which ultimately has an effect on the work output of an individual. It also helped to develop an understanding of what, how and why of the way the public administrators act. It showed that the way administration is conducted is influenced by human sentiments, presumptions biases and perception, which many of us may have experienced firsthand during our interaction with government organizations and public administrators. Behavioural approach has contributed to the study of public administration in many ways like the scholars

started studying cross-structural and cross-cultural administrative behaviours and which further paved the way for the comparative study of public administration.

Like all new things, this approach too has its fair share of criticism and the critics have ruthlessly questioned the utility of this approach in the analysis of administrative problems. They find it limited in scope and of little use. The study of public administration goes beyond small social groups and deals with large communities and therefore the behavioural approach falls short. The modern behavioural approach is leaning towards becoming more action oriented and prescription format nevertheless. Roscoe Martin and his Craft Perspective define the shift better. It concerns itself with the decisions, outcomes and the political skill needed to perform a particular managerial job.

Minnowbrook conference I - Public Administration (1968)

During late 1960's the American government was criticized for being ineffective, inefficient, and irresponsible to the contemporary challenges. There was a demand by citizens for making Public administration relevant to the contemporary issues. It was supposed to make distance from politics and become effective and responsive. A group of young American scholars spoke against the contemporary nature of discipline. At the Minnowbrook conference (1968) they advocated for what is known as 'new public administration' to make the study and practice of the discipline relevant to the demands of the post-industrial society. The conference was truly a wake-up call for the theorists and the practitioners to make the discipline socially relevant. These developments coupled with a deep sense of dissatisfaction among the practitioners regarding the present state of the discipline especially its love for efficiency and economy. It was held in the backdrop of a turbulent time which was marked by a series of contemporary developments like social upheavals in the form of ethnic conflicts across the American cities, campus clashes, Vietnam War and its repercussions in American society and the like. These developments coupled with a deep sense of dissatisfaction among the academicians regarding the present state of the discipline, had ushered in qualitatively improved phase in public administration, which is termed as New Public Administration.

Minnowbrook Conference I was held under the chairmanship of Dwight Waldo and had participants from department of Political Science. Hence its approach was narrow and limited. Its focus was on Change, Relevance, Social Equity and Value and gave rise to the concept of Public Administration. Its theme, tenure, tone and temperament was more radical and anti Government. Its proceedings were combined in a report by Frank Marini in 1971 named "Toward a New Public Administration: The Minnow Brook Perspective".

The Minnowbrook I conference was famous for bringing about a new phase in public administration characterized by value, relevance, equity, and change. Relating administration to 'political' was the central focus of the new public administration school. Public interest became the central concern of Public Administration. The conference not only reaffirmed the irrelevance of the traditional techniques of administration, but also stressed the obligations of public administrators to be concerned with values, ethics and morality in dealing with the challenges of society.

Minnow brook II: Variations in Foundations (1988)

The Minnow brook Conference II, which was held in 1988, is another land mark in the evolution of Public Administration. The outcome of the conference gave birth to the New Public Management (NPM) approach to governance. Its emergence reflected that took place in the Western nations. State as major dispenser of social justice had been increasingly questioned across the globe since the late 1970's. The popular approach was against the state for its dismal performance in almost every sphere – social, economic and political. Recent changes in the form of governance in the advanced Western democracies underwent great change, especially the public sector management. This led to the development of the concept of New Public Management. NPM is depicted as a normative conceptualization of public administration consisting of inter-related components. They are providing high quality services that citizens value, increasing the autonomy of public managers, rewarding organizations and individuals on the basis of their effort, maintaining an open minded attitude about which public purposes should be performed by the private sector, rather than public sector.

Minnow brook Conference II was organised when the economy of USA was upbeat and a sense of euphoria was present among the masses. It was held under the chairmanship of H George Fredrickson for the support and expansion of US Public Administration. Participants were from field of Public Administration, Political Science, law, management, administration etc. Hence it was more broad-based and liberal and LPG (Liberalisation, Privatisation and Globalisation). It gave rise to the concept of New Public Management, which proved to be successful, encouraging and supportive. 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 Minnowbrook Tradition." (1990).

New Public Management

The term new public management was coined by scholars from UK and Australia (Hood 1991 and Hood and Jackson 1991), who were working in the in the areas of public administration. Now, the origin of this new term was to propose a new point of view towards the organizational design in the public sector, however after a decade, the meaning of this term in discussions and debates became many. Some scholars choose to define it as the introduction of new institutional economics to public management and some used it to refer to pattern changes in policy making. Before we make an effort to further understand the various aspects of New Public Management, let us see how it is different from the traditional public administration.

The new public management which emerged in the 1980s represented an attempt to make the public sector more businesslike and to improve the efficiency of the Government borrowed ideas and management models from the private sector. It emphasized the centrality of citizens who were the recipient of the services or customers to the public sector.

New public management system also proposed a more decentralized control of resources and exploring other service delivery models to achieve better results, including a quasi-market structure where public and private service providers competed with each other in an attempt to provide better and faster services

The core themes for the New Public Management were:

- A strong focus on financial control, value for money and increasing efficiency
- A command and control mode of functioning, identifying and setting targets and continuance monitoring of performance, handing over the power to the senior management
- Introducing audits at both financial and professional levels, using transparent means to review performances, setting benchmarks, using protocols to ameliorate professional behaviour
- Greater customer orientation and responsiveness and increasing the scope of roles played by non public sector providers
- Deregulating the labour market, replacing collective agreements to individual rewards packages at senior levels combined with short term contracts
- Discouraging the self regulatory power of the professionals and handing over the power from individuals to management
- Encouraging more entrepreneurial management than beurocracy with high retrospective accountability requirements upwards
- Introducing new forms of corporate governance, introducing a board model of functioning and concentrating the power to the strategic core of the organization. With changing times newer aspects were included in the NPM model mentioned above as well and what the scholars term as NPM model 2 was brought in. The critical aspects of this new model were:
 - Introduction of a more elaborate and evolved quasi-market system
 - Creation of more fragmented or loosely contracted public sector organizations at the local level setting in a change from management of hierarchy to management of contract
 - Distinguishing between the small strategic core and the large organizational periphery, market testing and contracting out the non strategic functions
 - Delayering and downsizing
 - Introduction of new managerial concepts like Management by Influence, creating network for of organizations, creating strategic alliances between the organizations
 - Moving away from standardized service forms to more flexible and varied service forms. Now, as more and more work was done in the areas of Human Resources and Relations and popular texts which stressed on the need of excellence, the importance of organizational culture, values, vision and the concept of Learning Organization introduced by Peter Senge (1990) influenced the new public management as well and therefore suitable changes were also suggested in the theory by the scholars.
- In a bottom up form of organization- Organizational development and learning was gaining importance. Organizational culture was seen as a glue which holds the organization together, judging the performance by results etc were the new point of views
- In the top down form of organization- Securing changes in organizational culture was cited as important, clarifying and projecting the vision and leadership from top to down was asked for, private sector emerged as a role model for the neo style public sector, training, corporate logos, communication strategies, assertive HR and all the other aspects that are

characteristic jargon of private sector were encouraged to be adopted. So, basically the new public management was a radical movement to change not just the way a public sector functions but also the entire perception about it.

The NPM focuses on the entrepreneurial government. It is a participatory management and community owned governance, in which citizens are considered as active consumers and not as passive recipients of programmes and policies. The main motto is to empower citizens.

The publication of “Reinventing government” by Osborne and Gaebler (1992) redefined the functions of the government. The authors argue in favour of “entrepreneurial government” that is certain to bring about radical changes by improving public management through performance, measurement and evaluation, reducing budgets, downsizing the government, selective privatization of public enterprises and contracting out in selective areas. Thus, the focus is on debureaucratization, democratization and decentralization of the administrative processes in the interest of the citizens. In addition to formal governments, the role of non-governmental organizations (NGOs) and community based organizations has been acknowledged as supplementary public agencies.

Conclusion

Public Administration is an evolutionary discipline. The evolutionary process indicates the shifting boundaries of the discipline in response to constantly emerging socio-economic needs. It has changed itself in response to new inputs from the contemporary socio-economic and political scenario. Today it is therefore difficult to grasp the nature of public administration in terms of the Weberian conceptualization underlining its rigid, rule-bound and hierarchic characteristics. Instead, the preferred form of administration is one which is accountable, accessible, and transparent. The notion of ‘public’ in public administration has acquired new dimensions where the public private distinction is more formal than real since there is a growing support for both cooperation and healthy competition between these two sectors in the larger interests of societal development. Today, Public administration is being directed by three kinds of Governance i.e.- EGovernance, Collaborative Governance and Network Governance. The newest approach is that of policy analysis approach since the Government is venturing into new areas and different activities with increased involvement in welfare programs, the process of making public policies and its analysis, the measurement of the output etc became the new areas of study for the scholars and subject matter experts.

Assignment:

1. Briefly explain the different Perspectives on the study of Public Administration
2. Elucidate on Human Relations Approach on the study of Public Administration
3. Compare Minnowbrook Conferences I and II and its contribution to the study of Public Administration
4. What is new Public Management?

MODULE IV

BUREAUCRATIC THEORY

Introduction

The term bureaucracy has two parts 'bureau' which means an office transacting business or a government department and 'cracy' means form of government. Hence bureaucracy implies a system of government in which most of the decisions are taken by state officials. So bureaucracy is a form of government run or managed by officers of the state. The definition given by Hague, Harrop and Breslin is relevant. "The bureaucracy is the institution that carries out the functions and responsibilities of the state". The modern form of bureaucracy can be traced to the outgrowth of capitalism which was the by-product of Industrial Revolution. According to B.B. Mishra in his article *The Conceptual Development in the West* "The period of absolute monarchy in the West and the phase of national sovereignty that followed as a result of social and economic development, were two important landmarks in the emergence of the modern concept of bureaucracy". As opined by Bentham; after Industrial Revolution, disintegration of feudalism and breakdown of aristocracy there emerged in a new class known as middle class who was quite eager to participate in the administrative functions of state. The members of this class were educated and their inordinate zeal to participate in administrative affairs gave birth to a new group of people who, in course of time, came to be called bureaucracy.

The rise of parliamentarianism too was responsible for the growth of bureaucracy. It created a "dichotomy" between politics and administration. The first was under the control of ministers elected by the electorate and accountable, the legislature and the administrative organ, bureaucracy, was a separate department in charge of the execution of policies. The ministers-being political persons have no or very little experience in administration were to depend upon the department's top and experienced executives. This led to the accumulation of powers in the hands of bureaucrats.

Nature, Scope and Importance and Classification of Bureaucracy

Bureaucrats does everything according to law and shows unsympathetic attitude to people's needs. Decisions or action going against the interest of the people is usually termed bureaucratic. Non- accountability of bureaucracy to general public, its hierarchical structure and detachment from public have made the organisation centre of public criticism. Bureaucracy belongs to a "class of power elites" Almost in every country the members of the bureaucracy come from the wealthier sections of society.

Nicos P. Mouzalis in his article *The Ideal Type of Bureaucracy* lists out some features of bureaucracy.

- a. The officers are recruited through open and competitive examination on the basis of minimum qualification and after that the successful persons are given various types of training.

- b. There is a clear hierarchical system or structure with limited areas of command or responsibilities. That is, each bureaucrat's jurisdiction is limited and he cannot cross the boundary. Hierarchical organisation is highly complex and big.
- c. In an organisation or government department the relationship among the officers or bureaucrats is impersonal.
- d. The job or service of the bureaucrats is transferable. After certain time they are transferred from one department to another. Some critics jocularly say that the government officers, particularly of higher rank, are jack-of-all trade and master of none. For example a bureaucrat is transferred from the department of culture to the economic department.
- e. It is often seen that bureaucrat knows law, administration and keeps allegiance to higher authority —specifically the minister—accountability is not to be found in the vocabulary of bureaucracy.

According to of Illiot Jacques Service bureaucracy is the main pillar of an functioning administrative system. Hegel in his *Philosophy of Right (1821)* bureaucracy can be defined a “State formation” of civil society.

Hegel has also used other terms to mean bureaucracy, such as state's consciousness, states will, state power. The State is the final stage of evolution and this evolution has progressed through dialectics. In the process of evolution, according to Hegel, the civil society is a very important stage. But Hegel thought that civil society constituted a very vital part of the evolution and to him its administration was very important.

Italian scholar known as Gaetano Mosca in his work *The Theory of Governing and Parliamentary Government (1884)* said “In all human societies that have attained a certain level of development and culture, political administration in the widest sense of the word, including administrative, military, religious, economic and moral leadership, is implemented continually, by a special i.e., organised, minority.” According to him in every developed society there are mainly two classes one is governed and the other is governor. The latter class has certain special qualities which virtually make it to be better equipped and to rule the society. The functions of the state are distributed among the state officials. There are some officials who perform more important functions and others less important duties. In this way in a bureaucratic state a system of hierarchy is strictly followed. The bureaucrats receive their salary from the state fund. According to Mosca ,whole administrative system is concentrated in the hands of a very few persons who have special training in administration. The bureaucrats receive their salary from the state fund and they also receive other benefits. Bureaucracy- earns specialisation through numerous ways and such a state (bureaucratic state) generally does not collapse easily for it is a well-disciplined state and law and order is strictly maintained and because of this the state does not easily collapse.

Max Weber on Bureaucracy

It was German sociologist Max Weber ho popularised the term bureaucracy. He said that centralised bureaucratic administration was an integral part of modern state structure and it is inevitable. Weber has clearly stated in his *Economy and Society: Vol. II* that “The growing

complexity of the administrative task and the sheer expansion of the scope increasingly result in the technical superiority of those who have had training and experience and will thus inevitably favour the continuity of at least some of the functionaries. He has clearly stated the origin and inevitability of bureaucratic organisation is to rule. The increasing complexities of modern administration only could be tackled by bureaucracy.

Characteristics of Bureaucracy:

According to Max Weber:

1. In bureaucracy office is arranged or ordered hierarchically like a pyramid. That is, officers hold office according to their rank. All the officers are subject to the higher authority.
2. Bureaucratic system is characterised by impersonal and written rules. The entire administration is run by impersonal authority and the authority is vested in rules. In other words, in bureaucratic system, human appeal has no importance. Laws and rules conduct the administration. All the decisions are taken on the basis of rules and their methodical application.
3. All the officials are recruited strictly on the basis of proven efficiency and potential competence. Officials are given specialist training. For the purpose of recruitment, qualifications are fixed; of course there may be provision for relaxation.
4. Each official, in bureaucracy, has special or demarcated task. That is, there is clear division of work and each official will have to strictly observe it. The tasks are -so demarcated that it involves full time employment.
5. The separation of officials from ownership of the means of administration. It means that the officials will simply conduct the administration and they cannot claim the ownership of the means of administration.
6. The officials who perform their duties competently will have security in services salaries and promotion. In other words, in bureaucracy efficiency, merit and honesty are duly rewarded. There is also the scope of recognition of seniority.

In every modern state and administration bureaucracy is practically indispensable. Without bureaucracy no administration can be run properly and efficiently. Even the ordinary management of administration is not possible. Precision, speed, unambiguity, knowledge of the files, continuity, discretion, unity, strict subordination, reduction of friction and of material and personal costs—these are raised to the maximum point in the strictly bureaucratic organisation”. Modern economic organisation and the administrative structure have reached such a stage that bureaucracy has established its indispensability. Without bureaucracy the administration will suffer and also will suffer general public. Weber has attributed another reason to its growth and it is the largeness of modern state. Weber writes: “It is obvious that technically the large state is absolutely dependent on a bureaucratic basis. The larger the state and more it is a great power, the more unconditionally is this the case, the greater the zones of friction with the outside the more urgent the needs for administrative unity at home become the more this character is inevitably and gradually giving way formally to the bureaucratic structure”.

Modern political scientists have found that its role may be divided into the following categories: in general administration, in policy making and policy implementing, in articulating and aggregating interests, in maintaining political stability, in development. The entire administration of state is under the control of bureaucracy. In parliamentary system the ministers are at the top of the administrative structure, but the real work is done by the bureaucrats. Administrator requires experience, efficiency and technical knowledge.

Types of Bureaucracy

Forstein M. Marx describes four types of bureaucracy:

1. the guardian bureaucracy,
2. the caste bureaucracy,
3. the Patronage bureaucracy and
4. Merit bureaucracy.

He cites two examples of “guardian bureaucracy”, viz, Chinese bureaucracy up to the advent of Sung period (960 A.D) and the Prussian civil service during 1640 and 1740. This type may be defined as “a scholastic officialdom trained in right conduct according to the classics”. Such civil service regarded itself as custodians of public interest, but was independent of and unresponsive to the public opinion. It was incorruptible, efficient, competent and benevolent on the one hand, but authoritarian and responsive on the other.

The caste bureaucracy has a class base and “arises from the class connection of those in the controlling positions. Such type is widely prevalent in oligarchical political systems. Under such systems only persons belonging to the upper classes can become public officials. Thus in ancient India, only Brahmins and Kshatriyas could become high officials.

In Patronage bureaucracy the recruitment is based on favouritism. Patronage system provides stability of tenure. Patronage had full sway in the U.K, till the middle of the 19th century. This type of civil service exists where public jobs are given as a personal favour or political reward. The Spoils system in USA is a kind of Patronage bureaucracy but without security of tenure.

Merit bureaucracy has, as its basis, merit of the public official and its aim is efficiency of civil service. It aims at career open to talent. The attempt is to recruit the best man for the public service. Appointment to public service is no longer governed by class considerations, and it is no more a gift or a favour. The civil servant in a modern democracy is really an official in the service of the people and is recruited on the basis of prescribed qualifications tested objectively.

Models of Bureaucracy: Neutral and Committed

Neutral Bureaucracy

Bureaucrats are full-time, permanent non-political employees of the government. They, therefore, should serve any government with enthusiasm, integrity, impartiality and disinterestedness. It is said that civil servants are required to serve the government of the day. In other words, they must show political neutrality. They should not be aligned with any political party or political ideology. For this reason, top civil servants are prohibited from taking active part

in politics. They are required to resign if they are keen to contest in election or participate in party politics or if they disagree with government policies. Since bureaucrats are the servants of the state, they have to apply the laws and policies of the government consistently, fairly, impartially and uniformly. While applying the laws and policies of the state, they should not show any partiality or preference to any individual, any race or any group of individuals in society. They should be guided only by the application of equal law to everybody. In their relations with the public too civil servants must be impartial.

Governmental policy determines the allocation of resources among the various sections of the people. The bureaucracy participates in drawing up the policies for such allocation by negotiating with representatives of the various interests, advising ministers on the pros and cons of alternative policy proposals, and drafting reports, proposals, resolution and legislative measures. In view of such participation by the bureaucracy in policy-making, and also in putting it into effect, it is important that the bureaucracy should be non-partisan or neutral between the various sections in our society, neutrality of three kinds is important: neutrality between classes, neutrality between cultural groups, and neutrality between political parties.

Committed Bureaucracy

Dedication or commitment is required also because the employees have constantly to deal with complex problems, many of which are new. It is a mistake to think that all bureaucratic activity is routine and monotonous. Developmental activity in particular requires forecasting, planning, risk bearing, breaking new ground and experimentation. Hence, innovations have to be made all the time. The making of innovations, or creativity, requires emotional commitment.

Commitment on the part of the members of a bureaucracy leads to effectiveness and efficiency. Effectiveness means fulfilment of the organisational objectives, and efficiency means doing so with as little expenditure of resources as possible. Thus effectiveness and efficiency are aspects of the successful working of the organisation. However, the organisation consists of human beings and it is also important that they should be happy. To some extent, monetary rewards can make them happy. Equally important, however, is their need for job satisfaction: Job satisfaction is the intrinsic satisfaction which one gets from doing a job. Thus commitment leads not only to organisational effectiveness and efficiency but also to the satisfaction and happiness of the employees. Hence commitment is significant from both, the organisational and individual points of view.

- i) Commitment to Values and Objectives
- ii) Commitment to Service of the People
- iii) Commitment to Profession

Rational-Administrative Model:

The first model of bureaucracy is rational-administrative model. Bureaucracy is run by rational administrative machine and because of the rationality Weber calls it an ideal type. We have just now analysed Weberian theory of bureaucracy which states that it is hierarchical, the area of each official is strictly demarcated, it is based on rules and laws, the authority of officers is

impersonal and appointments are done on the basis of recruitment and through open and public examination. Seniority, experience and efficiency are recognised and duly rewarded.

The Power Bloc Model:

The big corporations in advanced capitalism are controlling political and economic power. Top civil servants are conservative in their outlook and political ideology and this makes them very much close to the capitalist class.

Bureaucratic Over-Supply Model:

Central to this model of bureaucracy is a concern with the interests and motivations of bureaucrats themselves. All bureaucrats, irrespective of their rank and images, try to build up their career. Career- building is a multifaceted idea, which includes improvement of position, higher salary, better placement etc. The bureaucrats try to achieve these keeping themselves within the legal framework and political structure-of society. They often adopt political tactics. The bureaucrats, particularly the departmental secretaries and top ranking officials, influence their political bosses—the ministers or representatives. The political bosses succumb to the bureaucrats because without them they will not be able to shoulder the burden of decision-making and policy implementing activities.

Max Weber distinguishes three types of authority: Charismatic, Traditional and Legal-Rational each corresponds to a brand of leadership that operate in contemporary society.

- Charismatic Authority points to an individual who possesses certain traits that make a leader extraordinary. This type of leader is not only capable of but actually possesses the superior power of charisma to rally diverse and conflict-prone people behind him. His power comes from the massive trust and almost unbreakable faith people put in him. Charismatic leadership can be problematic because it is somehow based on some form of a messianic promise of overhauling an unjust system. Mahatma Gandhi, Martin Luther King Jr., Nelson Mandela, etc... A charismatic leader holds the mission to unite his people amid adversities and differences in order to attain some impossible goal.
- Traditional Authority indicates the presence of a dominant personality. This leader is someone who depends on established tradition or order. While this leader is also a dominant personality, the prevailing order in society gives him the mandate to rule. For Weber, all authority exhibits some form of domination. A traditional leader may rely on or even exploit prevailing practices.
- Legal-Rational Authority is one that is grounded in clearly defined laws. The obedience of people is not based on the capacity of any leader but on the legitimacy and competence that procedures and laws bestow upon persons in authority. Contemporary society depends on this type of rationalization, as the complexities of its problems require the emergence of a bureaucracy that embodies order and systematization. Legal-rational authority makes manifest the power of the bureaucracy over the individual. In the exercise of authority, the administration of power, laws and rules, including institutional duties and protocols, have

control over individuals. While order and systematization are desirable, bureaucracy may not fully address the problems everyone.

Bureaucracy and Development

Bureaucracy as an organization is expected to play a pivotal role, in process of development. The concept of Development Administration had originated in U.S.A. and as such bureaucratic systems are expected to be effective instruments to achieve objectives of development. With their emphasis on rules and regulations, division of labour, hierarchy, role specialists, rationality, impersonally and neutrality, bureaucracy was expected to ensure smooth process of development. In fact, bureaucracy played a key role in stability standard of integrity and professional competence. Bureaucracy supported industrialized developed nations to achieve their objectives. But the capacity of bureaucracy to adopt to change is rather low. In developing countries where temporal dimensions play a key role in process of development, according to some thinkers, bureaucracy is a misfit. The Weberian model is subject to the dysfunctional consequences of failing to take into consideration the individual or behavioural aspects of people who work within organizational system. It has been observed that in an unstable environment it cannot take up the challenges of situation. Stalker identified two distinct systems of management namely mechanistic and organic and found that mechanistic system of management which relied heavily on Weberian norms cannot function in an unstable environment whereas organic system of management with its emphasis on individuals, downward and lateral communication, continuous interaction and participatory management would be suitable for unstable environment. Much of the bureaucratic pursuit was directed towards activities other than achievements of goals whereas the need was to fulfill development programs. According to Warren Bennis, bureaucracy is likely to go out of use in changed socio-economic environment. In Indian context bureaucracy, who emphasized on maintenance of law and order and generation of revenue has failed to fulfil developmental functions.

- a. Bureaucracy is not necessarily bad what is required is developmental bureaucracy and this can be achieved through motivation and training.
- b. Conflict between bureaucracy and political executive need not be dysfunctional. This conflict can help in finding new solutions to existing problems through the process of integration.
- c. Hierarchical organization forms of bureaucracy can be transformed into people centric institutions through innovation, structural and procedural reforms.
- d. Bureaucracy should not be burdened with all kinds of activities. If it were to perform developmental activities it should be left alone to perform these activities only. It cannot be overturned with regulatory and revenue generation functions.

The bureaucracy, broadly defined, is that apparatus of government designed to implement the decisions of political leaders. Political leaders make policy, the public bureaucracy executes it. If the bureaucracy lacks the capacity to implement the policies of the political leadership, those policies, however well intentioned, will not be implemented in an effective manner. It is one thing

to promise development, it is quite another to achieve it. Viewed in this light, the role of public bureaucracy in the process of economic, social, and political development looms large indeed. The role of bureaucracy is critical to all areas of the development process in developing nations. Public bureaucracy is a very vital element of the development process. Bureaucratic capacity determines what will get done, when it will get done, and how well it will get done. The greater the capacity of the bureaucracy to implement complex economic and social development plans, the higher the development potential of that society. Bureaucratic capacity is not a sufficient condition for development, but it is most assuredly a necessary condition

Liberal Bureaucracy

Liberal Bureaucracy is basically bureaucracy that functions in Liberal Democracies. In a liberal Democracy the functions of the state is more about partnership with the Private entities the role of bureaucracy is not anyway less. State as major dispenser of social justice had been increasingly questioned across the globe since the late 1970's. The popular approach was against the state for its dismal performance in almost every sphere ie. social, economic and political. Recent changes in the form of governance in the advanced Western democracies underwent great change, especially the public sector management. This led to the development of the concept of New Public Management. NPM is depicted as a normative conceptualization of public administration consisting of inter-related components. This process of lessening government control and bureaucratic role and giving space to private players the activities of the state is called liberal bureaucracy Liberal Bureaucracy is seen in liberal democracies. They are providing high quality services that citizens value, increasing the autonomy of public managers, rewarding organizations and individuals on the basis of their effort, maintaining an open minded attitude about which public purposes should be performed by the private sector, rather than public sector.

Bureaucracy is becoming more and more efficient with lesser response time despite of being added with array of responsibilities and duties. The organizations are restructured to ensure greater autonomy and mobilization within organizations. The inter-departmental transactions; coordination and cooperation are being improved using technologies like ERP or Enterprise Resource Planning.

The way the government functions in many modern democracies has also changed. The structures and roles have become flexible; the democratic administration has found its way into public institutions and organizations, the inclusion of people and their opinions and ideas etc are some of the new developments.

Merits of Bureaucracy

- The government cannot survive without the bureaucracy - it helps formulate policies and implements them for the benefit of the people.
- Bureaucracy has made administration more efficient, rational, impartial and consistent than was the case in earlier times.
- In the third world countries, bureaucracy plays an important role. It promotes national integration and national unity through administrative policy and action.

- It provides various services to the public in an efficient and effective manner.
- It fights corruption, divisive and disruptive forces and enforces order and peace in the country.

Demerits of Bureaucracy

Bureaucracy has been criticized by many.

- One of the criticisms against bureaucracy is that it is unresponsive to popular demands and desires. Bureaucracy tends to regard itself as the self-appointed guardian and interpreter of public interest.
- Secondly, red tape or undue formalism is another criticism. It is true that bureaucracy puts too much emphasis on “procedure through proper channel” and precedents.
- Thirdly, bureaucracy is self-perpetuating.
- Fourthly, departmentalism or empire building is another drawback.
- Finally, bureaucracy loves tradition and stands for conservatism.

In brief, the maladies of bureaucracy are arrogance, self complacency, obsession with rules, ignorance of human factor, rigidity in outlook and indifference to democratic institutions and processes.

Conclusion

According to Weber, the need for bureaucratization in the ancient empire state arises from the maintenance of armies, public finances and most importantly power and politics. In the modern times however, the complexity within the civilization is ever increasing and therefore the demands from the administration are also getting complex. Weber also emphasizes the importance of communication in running the bureaucracy of a State and adds that they act as pacemakers and are the prerequisites of the possibility of bureaucratic administration. Trained bureaucracy is superior to other kinds of administration in many ways like efficiency, accuracy or precision, unity, discretion, continuation, cost and reducing overall friction in the government functioning.

Assignment:

- 1) Explain the features of Weberian Bureaucracy
- 2) Elucidate on the development aspects of Bureaucracy
- 3) What is neutral and Committed Bureaucracy?

MODULE V

COMPARATIVE PUBLIC ADMINISTRATION

Meaning and nature of CPA

The Second World War is generally regarded as dividing line between the traditional and new literature on the subject of public administration. Comparative public administration is such a field emerged in the subject of public administration. As a sub-field, comparative public administration cannot claim a long history. It was widely accepted in the administration of the third world countries especially after the Second World War. Comparative public administration stands for cross-cultural and cross-national public administration. According to JONG S un. "CPA has been predominantly cross-cultural cross-national in orientation". In the words of Robert H Jackson, "PA is that facet of the study of public administration which is concerned with making rigorous cross cultural comparisons of the structures and the processes involved in the activity of administering public affairs".

CAP has two basic motivational concerns: 1.theory building and 2.administrative problems of the developing countries. In the words of L. Caldwell; its objectives has been to hasten the emergence of a universally valid body of knowledge concerning administrative behaviour to contribute to a genuine and generic discipline of public administration.

By 1960's , both Political Science and Public administration had moved into a "post behavioural era"- During this period substantial attention was given to developing an approach which was interdisciplinary, value-laden and philosophically non parochial. Comparative public administration has gained momentum at this period. Woodrow Wilson was the foremost thinker who has emphasized the need for comparative method in studying public administration way back in 1887. Robert Dahl was more emphatic in seeking the importance of comparison as a prerequisite for the development of the science of public administration. F.W. Riggs corroborated Robert Dahl's idea of comparative studies.

Comparative Administrative Groups were formed in U.S.A in 1960. Research studies received massive impetus for CAG in 1963, as a committee of the American society for Public Administration. The committee was headed by F.W. Riggs for a long time. Fred Riggs considered as the father of CAP. Comparative Administrative Group has received financial support from the Ford Foundation for the research and studies.

The primary interest of the Ford Foundation was on administrative problems faced by developing countries. CAG was expected to study these problems in the context of the Socio-economic environmental factors that exist in developing countries. The Ford Foundation had a strong development administration focus and was interested in transferring knowledge to these countries through technical assistance projects and domestically based development within targeted countries.

The CAG developed a programme with three objects;

- (1) Encouraging research,
- (2) Encouraging teaching,
- (3) Contributing to more effective public policy formulation in the area of development administration.

Several studies carried out during this time were based on regions, such as Asia, Latin America and Africa. Other studies were based on themes such as urban studies, international administration and comparative legislative studies.

Between 1970 and 1980m there was a decrease in the interest and support for comparative public administration. The Ford Foundation grants to American society for Public Administration ended and no substitute financial sponsor in the United States materialized. In 1973, the CAG ended as an organisation. It merged with the International committee of the American Society for Public Administration to form a new Section on International and Comparative Administration (SICA). Cold Well observed that the ultimate purpose of the comparative public administration movement has been “to hasten the emergence of universally valid body of knowledge concern administrative behaviour – in brief, to contribute to a genuine and generic discipline of public administration.”

Comparative Public Administration has two major differences with traditional public administration. Firstly, public administration generally is ethno-centric, whereas comparative administration is cross-cultural in orientation and thrust. The earlier belief was that cultural factors did not make any difference in administrative settings, because principles, after all, were principles. But Dahl and Waldo and others pointed out that cultural factors could make public administration different in different parts of the globe. Secondly, while public administration has attempted to build theory and to seek knowledge for the sake of knowledge, the latter has a purely scholarly thrust as opposed to a professional one.

Behaviourism has contributed to the stimulation of comparative public administration. Behaviourism in administrative studies started with the famous Hawthorne experiments and those developed by Chester Bernard and Herbert Simon. The behavioural approach in public administration has motivated a great deal of scientific research and systematic theory construction. The testing of hypotheses in cross-cultural contexts has made the study of comparative public administration a necessity. Students of comparative public administration have shown a dominant interest in the interactions between the political system and its bureaucracy in cross cultural settings.

Comparative Public Administration emphasized the following aspects:-

1. Organisations must be viewed as embedded in specific cultures and political settings.
2. The principles of public administration are seriously inadequate
3. Both the study and practice of administration are pervasively value loaded and
4. Any proper discipline must have complementary pure and applied aspects.

Scope of CPA

1. Woodrow Wilson in his essay 'the study of administration' visualised the scope of the comparative studies in public administration. He felt that such comparative studies were necessary –
 2. To see whether any administrative institutions can be transplanted from other countries to the US administration; and
 3. To see whether administrative processes in the U.S.A. were relevant to other countries.
- Generally the scope of CPA can be summarized as follows;
1. It studies different administrative systems in their ecological settings;
 2. Emphasises empirical study based on rigorous methods, such as observations
 3. Has developed on the inter-disciplinary orientation;
 4. Lays stress on the interaction between administration and socio-economic, cultural and political phenomena; and
 5. Has widened the horizons of the discipline by making it broader, deeper and useful.

Purpose of Comparative Public Administration

1. To learn the distinctive features of a system or a cluster of systems.
2. To explain the factors responsible for the cross-national and cross-cultural differences in bureaucratic behaviour.
3. To examine the reasons for the success or failure of particular administrative features in particular ecological settings and
4. To understand strategies of administrative reform.

What are to compare?

In the Comparative Public Administration, what are the elements being compared? Whether it is the comparison of some parts or the whole administrative system? That is a question arising among the students. Really the subject matter of the comparison is one or all of the following phenomena;

1. Environment of the administrative system
2. The administrative system
3. The formal structure of the administrative system with the focus on the pattern of hierarchy, division of work, specialisation, authority-responsibility network, decentralization, delegation, control mechanisms, procedures etc.
4. The informal organizational patterns existing in the administrative set-up.
5. The role of the individuals
6. The interaction between the personality of the individual and the organizational system
7. The policy and decisional systems of organization that link its various parts
8. The communication system which also involves the feedback mechanism
9. The performance of an administrative system.

Conceptual Approaches

a)Bureaucratic System Approach:

The most influential of these approaches is Max Weber's ideal type bureaucratic model. The Weberian model by itself may not serve as an adequate tool, but it can provide a frame of reference for comparative analysis. The scholars who have contributed to the comparative studies of comparative bureaucratic systems are Morre Berger, Alfred Diamant, Ferrel Heady, Robert Presthus and Michael Crozier.

The comparative approach to bureaucracies has been of two kinds: (a) examination of internal processes of bureaucratic organization, such as decision making, planning etc. and (b) examination of the relationship between organization and the external environment

c) Decision making approach:

In the comparative study of public administration, the decision making approach was advocated by Martin Landan. He observed that in developing societies, planning, programming and other facts of decision making should be given considerable attention. Landau stressed the need to enhance the decision making capacities of the administrative systems of developing nations.

b) Input output system approach:

One of the major approaches in this category, the general systems approach, views an administrative system as a sub-system of society. It looks at the various parts of an administrative system (for example formal organization, informal organization, roles and individuals) and examines the interlinkages among them. Besides, the approach analyses the dynamic interactions between the administrative system and its external environment.

In 1957, Riggs- the foremost theorist of comparative public administration- introduced an important theoretical construct in comparative public administration in the form of "agrarian transition-industrial" typology. He was influenced by Talcott Parsons, Marion Levy, F.X. Sulton etc. Later Riggs came out with his well-known model of "prismatic society".

Another scholar who employs the systems concept in comparative public administration is John.T. Dorsey, whose 'information energy' model is based on a synthesis of the concepts of general system theory, communication and cybernetics and energy and energy conversion. His basic hypothesis is that a society's degree of development may be measured in terms of the size of information and energy surplus.

d. Component Approach:

A well-known conceptual approach in comparative public administration is of development administration. While the development approach emphasizes the problems of developing countries, it is argued that even those countries which are industrially advanced, face the challenge of social change. Therefore, development has universal implications and relevance. That is how development approach has come to be treated as an important component of comparative public administration.

Importance of Comparative Public Administration

The importance of the study of CPA is an universally accepted fact. The scope and importance of the study of comparative public administration is growing day by day. Three factors make comparative studies significant. The first factor relates to the academic study of public administration. It is believed that through comparative public administration, hypotheses, generalisations, models and theories can be constructed which can collectively help in the scientific study of public administration. The old principles of administration is not considered valid any more and now it is believed that generalisations related to administrative structures and behaviour emerge out of comparative studies in different nations and cultures, which can provide a scientific basis to the study of public administration.

The second important function of comparative public administration relates to its relevance to the empirical world. Through a study of comparative public administration, administrators, policy makers and academicians can examine causes for the success or failure of particular administrative structures and patterns in different nations and cultures, which can provide a scientific basis to the study of public administration.

Thirdly, the study of comparative public administration also contributes to a greater understanding of the individual characteristics of administrative systems functioning in different nations and cultures. We can learn about the administrative practices followed in different countries and then we can adopt these practices which can fit in our own systems. Besides, comparative studies also help in explaining factors responsible for cross national and cross cultural similarities as well as differences in the administrative systems.

On the whole, comparative public administration definitely boosted the academic utility of the subject by providing scientific and systematic vision in improving knowledge about other administrative systems, so that suitable administrative reforms could be undertaken, thereby providing practical applicability too.

Definitely comparative public administration have an important role in making the discipline broader, useful and inter disciplinary catering to cross cultural, temporal settings. With increasing interactions with politics and administration machinery, it

brought politics and administration closer in providing practical solutions and inducing scientific outlook in theory building.

Challenges to comparative public administration

The beginning of the 1970s saw the decline of the comparative public administration. In 1971, the Ford Foundation terminated its financial support to the CAG. In 1973, the CAG itself was disbanded and merged with the International Committee of the American Society for Public Administration to form a new Section on International and Comparative Administration (SICA). Its major journal *The Journal of Comparative Administration* ceased to publish from 1974, after five years of existence. Its legacies were absorbed into the larger field of political science and public administration. On failure of comparative public administration, Robert T. Golembiewski said, "Public administration should take full notice of the fact that comparative administration's

failure rests substantially on a self-imposed failure experience. It set an unattainable goal, that is, in its early and persisting choice to seek a comprehensive theory or model in terms of which to define itself. Similarly, Peter Savage, who served as the editor of *The Journal of Comparative Administration* (published for a five-year period from 1969 to 1974), observed, "Comparative administration started with no paradigm of its own and developed none."

Several reasons have adduced to the decline in the importance of comparative public administration. One such reason is that many eminent persons began to think that only Public Administration was enough; and if so why comparative public administration. Many persons associated with the comparative administrative movement could not give any satisfactory answer to this question. In 1973 the comparative administration group was dismantled. It was also a challenge to the Comparative public administration. In the 1970's many persons were eager to have degree in comparative public administration but by the end of 1990's only few persons were shown interest.

During the cold war period and even after the relaxation of tension, many top ranking administrators of USA began to think of development administration and not about comparative administration. This is a potent cause of the decline of comparative public administration. Again it was thought that only Public Administration was enough and comparative chapter or approach is unnecessary. There is another reason for the decline is that in order to a separate subject and an important discipline, it must have separate research group and the researchers and must build up models and paradigms. Unfortunately the Comparative Public Administration has no such models.

The Comparative Public Administration earned good will and wide publicity under the aegis of Comparative administrative group and many organizations. But in the eighties and nineties of the last century many showed their disinterest in this subject. Nicholas Henry has called the ill-fate of comparative public administration a 'dilemma'. However we do not think that comparative public administration is dead or the scholars do not show interest in it. They show interest whenever they need the study of comparison of different administrative systems.

Conclusion:

The comparative approach has become an integral part of social science studies. No social science research can be complete without a comparative focus. The Public Administration is not an exception to this theory. The study of comparative public administration helps us to understand the administrative systems of different countries. In this module we have examined the meaning nature and importance of comparative public administration. We also examined the different approaches to the study of public administration

Assignment:

1. Explain the meaning and impotence of comparative Public Administration
2. Narrate the different approaches to the study of Comparative Public Administration
