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Public Administration: Concepts and Theories

SEMESTER II

POLITICAL SCIENCE

BLOCK : 1

KRISHNA KANTA HANDIQUI STATE OPEN UNIVERSITY

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COURSE INTRODUCTION

This is the first course of the MA Second Semester Programme of KKHSOU in Political Science. The course is titled “Public Administration: Concepts and Theories”. It is designed to help the learners to have an understanding of the basic conceptual and theoretical framework with regard to the discipline of public administration. Accordingly, the course begins with an explanation of the meaning, nature and scope of Public Administration. The course then seeks to trace the evolution of the discipline of public administration from the early period to the present. A new era in the field of Public Administration was heralded with the emergence of the concept of New Public Administration which is discussed in detail in the course. Another very important issue in the field of Public Administration is that of New Public Management for ensuring greater effectiveness in the delivery of public services. The course therefore introduces the learners to the said concept. A key area in the field of Public Administration is that of development administration. The concept focusses on evolving developmental programmes and policies suitable for developing and developed countries. The concept of development administration is therefore discussed in detail in the course. The course also discusses concept of organisation and some of the core principles of organisation such as heirarchy, span of control, etc. Subsequently, the course discusses two very important concepts in Public Administration including line and staff agencies, chief executive and public corporations. The course then goes on to discuss certain key theories in the realm of Public Administration including Scientific Management theory, Human Relations theory , Bureaucratic theory, Bureaucratic theory, Decision management and Ecological theory. An important concept in Public Administration is that of motivation.The course therefore deals with different dimensions relating to the concept of motivation. Finally, the course ends with the concept of civil service with regard to its meaning, nature, civil service neutrality and commitment and role of civil service in democracy.

The course “Public Administration:Concepts and Theories” is divided into two blocks, (Block 1) and (Block 2). While Block 1 consists of seven units (units 1-7), Block 2 consists of eight units (units 8-15).

BLOCK INTRODUCTION

This is the first block of the first course titled “Public Administration: Concepts and Theories” of the MA Second Semester Programme in Political Science of KKHSOU. The block contains seven units (units 1-7).

The first unit discusses the nature and scope of Public Administration. The second unit discusses the evolution of Public Administration. The third unit discusses New Public Administration.The fourth unit discusses New Public Management. The fifth unit discusses Development Administration. The sixth unit discusses orgnisation and the the principles of organisation.The seventh unit the structure and forms of organisation with respect to line and staff agencies . The unit also discusses the concept of chief executive and public corportations.

While going through the units of the course, you will find that each unit is further divided into certain sections and sub-sections, wherever necessary, for your better understanding. You will notice some alongside boxes while going through a unit , which have been included to help you know some of the difficult, unseen terms. Again, each unit carries certain *activities* after every section. These “ACTIVITIES” will provide you the opportunity to practically apply your own thoughts based on the knowledge gained from reading the text in a particular section. Besides, in order to give you additional information on certain relevant topics, you will find a category called “LET US KNOW” after the sections in each unit. Another category that has been included at the end of each section of a particular unit is “CHECK YOUR PROGRESS”. The purpose of this category is to help you to asses for yourself as to how thoroughly you have understood a particular section. It will be better if you answer the questions put in these boxes immediately after you go through the sections of the units and then match your answers with “ANSWERS TO CHECK YOUR PROGRESS” given at the end of each unit. Furthermore, a set of sample questions has been included under the category called “POSSIBLE QUESTIONS” to give you a hint of the pattern of questions you are likely to get in the examination.

UNIT 1: PUBLIC ADMINISTRATION: NATURE AND SCOPE

UNIT STRUCTURE

1.1 Learning Objectives

1.2 Introduction

1.3 Meaning of Public Administration

1.4 Nature of Public Administration

1.5 Scope of Public Administration

1.6 Public Administration is a Science or Arts

1.7 Importance of Public Administration

1.7.1 Causes of Growing Importance of Public Administration

1.8 Public Administration and Private Administration

1.9 Let us Sum up

1.10 Further Reading

1.11 Answers to Check Your Progress

1.12 Possible Questions

1.1 LEARNING OBJECTIVES

After going through the unit, you will be able to:

- explain the meaning of public administration
- explain the nature of public administration
- evaluate whether public administration is a science or arts
- elaborate the importance of public administration
- discuss the scope of public administration.

1.2 INTRODUCTION

Public administration as an activity can be traced to the earliest period of human history. It had been in existence since the origin of the concept of state. There were instances of administration as found in ancient China, India and Egypt. Great Indian epics like the “Ramayana’’, the “Mahabharata’’ and Kautilya’s Arthashastra contains instances of administration. However,

as an academic discipline, Public Administration emerged towards the later part of the 19th century and gained popularity as a social science in the 20th century in the USA. It is considered the youngest sister-subject of Political Science .With the expansion of the idea of egalitarianism and human welfare, public administration has come to play a significant role in the modern state. In the contemporary times, with the growth of the concepts of Development Administration and e-Governance, the scope of the subject of public administration has significantly increased in scope. Therefore, Public administration has been described as the heart of modern administration.

1.3 MEANING OF PUBLIC ADMINISTRATION

Before trying to understand the meaning of public administration, it is necessary to understand the meaning of ‘‘administration’’. ‘‘Administration’’, as E. N. Gladden says, ‘‘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 a conscious purpose.’’ The English word ‘‘administer’’ is derived from a combination of two Latin words ‘‘ad’’ and ‘‘ministiare’’ meaning ‘‘to serve or manage’’. Literally, the term ‘‘administration’’ means management of the affairs of public or private administration. Administration refers to mobilization of resources-human and material, to achieve a set of objectives. Felix A. Nigro stated that ‘‘administration’’ is the organization and use of men and materials to accomplish a purpose’’. Herbert A. Simon says ‘‘in its broadest sense, administration can be defined as the activities of groups cooperating to accomplish common goals’’. Thus, administration means a cooperative effort of a group of people in pursuit of a common objective. Administration is a universal process and occurs in diverse institutional settings.

Definitions:

Following are some of the definitions of administration: Public Administration is a part of the wider field of administration. Following are some of the popular definitions, which would help us to understand the real meaning of public administration:

1) In the words of Woodrow Wilson, ‘‘Public administration is detailed and systematic execution of public law’’.
2) Piffner defines, ‘‘Public administration is coordination of collective efforts to implement public policy’’.
3) According to Gladden, ‘‘Public administration is concerned with the administration of the government’’.
4) According to Luther Gullick, ‘‘Public administration is that part of the science of administration which has to do with government and thus concern itself primarily with the executive branch where the work of the government is done’’.

The above definitions explicitly indicate that the term public administration has been used in two distinct senses:

1) In the wider sense, it includes all the activities of the government whether in the sphere of the legislative, executive or judicial branch of the government.
2) In the narrow sense, public administration is concerned activities of the executive branch only.

1.4 NATURE OF PUBLIC ADMINISTRATION

Basically, there are two different views regarding the nature of public administration. They are: (a) Integral view and (b) Managerial view. Both these views may be discussed as follows:

1) Integral view: The integral view is also known as the subject matter view regarding the nature of public administration. According to this view, public administration is ‘‘sum total of all the activities undertaken in pursuit of and in fulfillment of public policy’’. The activities of integral view include not only managerial and technical but also manual and clerical. Thus, the activities of all persons from top to bottom constitute the integral view, although they are of varying significance in running the administrative machinery. Obviously, the integral view includes the activities of all the three organs of government, namely, the legislature, executive and judiciary.

Thinkers like L. D. White, Henry Fayol support this view regarding the nature of public administration. According to them public administration consists of all those operations having for their purpose the fulfillment or enforcement of public policy. This view covers a multitude of particular operations in many fields ranging from the delivery of a letter, the management of public land, the negotiation of treaty, the award of compensation to an injured workman, the removal of litter from a park to licensing the use of atomic energy, etc.

Similarly, Dimock holds the view that administration is concerned with the 'what' and 'how' of the government. The 'what' implies the subject matter of the technical knowledge of the field which enables the administration to perform its tasks. On the other hand, 'how' is the technique of management, the principles according to which cooperative programmes are carried out.

2) **Managerial view:** According to this view, the works of only those persons who are engaged in the performance of managerial functions in an organization constitute the administration. It is these persons who shoulder the responsibility of keeping the organization running most efficiently. Their job is to plan, programme and organize all the activities in an organization so as to achieve the desired ends. In its narrow sense, public administration is concerned with the executive branch of the government. Its study includes the organization, personnel practices and procedures essential to the functioning of the executive branch of the government. Public administration is, in fact the executive in action. We study in it the actual administration or the actual administrative machinery of the state. Luther Gullick advocated the narrow view and held that public administration embraces only the executive branch of the government. Subsequently, the narrow view of Gullick was supported by thinkers like Simon, Willoughby and Fayol.

Luther Gullick, Simon, Smithburg and Thompson and some others have advocated the managerial view of administration. Luther Gullick says, ''administration has to do with getting things done; with accomplishment of defined objectives''.

- **Differences between integral and managerial views:** The two views regarding the nature of public administration, namely, the integral and managerial views differ from each other in many ways. The major points of distinction that exist between them are as follows:
  1) According to Professor M. P. Sharma, the difference between the two views is fundamental. The 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.
  2) 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.
  3) Furthermore, administration according to the integral view would differ from one sphere to another depending upon the subject matter, 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.
  4) 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.

It is important to mention here that both views have their relative merits and demerits. They are not infallible. Public administration imbibes both the managerial as well as integral views with regard to its nature. Accordingly, a synthetic view regarding the nature of public administration has also emerged. This synthetic view has been supported by Dimock and Dimock and several others. They are of the opinion that public administration accomodates both managerial and integral views.



CHECK YOUR PROGRESS

Q.1: Mention the two views regarding the nature of public administration.

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Q.2: Mention any two differences between integral and managerial views.

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1.5 SCOPE OF PUBLIC ADMINISTRATION

There is no unanimous view regarding the scope of public administration. The divergent views explaining the scope of public administration are as follows:

- **POSDCoRB View:** Luther Gullick sums up the scope of public administration by the letters of the word POSDCoRB, Which means:

  P – Planning

  O – Organization

  S – Staffing

  D – Directing

  Co – Co-ordination

  R – Reporting

  B – Budgeting

  Planning means working out the broad outlines about the things to be done and the method 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, and coordinated.

  Staffing, means recruitment and training of the personnel and their condition of work.

  Directing, means making decisions and issuing orders and instructions.

  Co-ordinating, means inter-relating the work of various divisions, sections and other parts of organization.

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

Budgeting, means fixed planning, control and accounting.

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

There are several thinkers who are of the opinion that the POSDCoRB view of the scope of public administration is not infallible and has some limitations. Some of them may be stated as follows:

Firstly, 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 perform,

Secondly, it takes into consideration only the common techniques of administration and ignores the study of subject matter with which an agency is concerned. It is more technique oriented instead of subject-oriented.

Thirdly, another 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.

- **Pfiffner's view of the scope of Public Administration:** Pfiffner has also divided the scope of Public Administration into two major heads. They are:
  - Principles of Public Administration: In the first category, Pfiffner started that Public administration studies the problems like– organizations, management of personnel, methods and procedure, material and supply, public finance and administrative accountability.
  - Spheres of Public Administration: The second category includes the central and state governments, regional and local authorities and public corporation as Well. Pfiffner summed up, ''Public administration includes the totality of government activity, encompassing exercise of enlightened variety and the technique of organization and management whereby order and social purpose are given to the effort of vast numbers''.

- Walker's view of the scope of Public Administration: Regarding the scope of Public Administration, a more comprehensive detail has been presented by Walker dividing it into two main parts:
  - Administrative theory: It includes the study of structure, organization functions and methods of all types of Public Authority engaged in carrying out the administration at national, regional and local levels. Besides it studies problems connected with the external control of parliament and cabinet over administration; internal control over administrative machinery, judicial control over administration, planning, programming and execution of public actions, recruitment of personnel and problems connected with research, information, public relation, etc. The emphasis is to find out principles of administrative action which can be applied in practical administration.
  - Applied administration: Walker made an attempt to classify the main forms of applied administration on the basis of the following ten principles:
    1) Political– includes the executive-legislature relationship, politico-administrative activities of the cabinet, ministers -officials relationship, etc.
    2) Legislative– covers delegated legislation, preparatory works done by the officials in drafting bills for enactment by the legislature.
    3) Financial– includes the fiscal administration from preparation to the enactment and execution of the budget.
    4) Defence– basically includes the military administration.
    5) Educational– covers all aspects of educational administration.
    6) Social– covers social administration such as social security, housing, food, employment, etc.
    7) Economic– includes economic administration in the fields such as industry, agriculture, trade, commerce, public corporation, etc.
    8) Foreign– it covers administration related to foreign affairs covering international cooperation, agencies involved in international peace and prosperity, diplomacy, etc.

9) Imperial– it covers problems and techniques related to the imperial domination over other nations etc.

10) Local– it covers administration of local bodies.

The above analysis of the subject-matter of Public administration as put forward by Walker reveals the increasing scope of public administration. In fact, the scope of public administration is wide. It is a conglomeration of both broad and narrow views of Public administration. In the same way, the POCSCORB view and subject matter view are not mutually exclusive, but complement each other. They together constitute the proper scope of the study of Public administration.

It is important to mention here that the scope of public administration is much wider in the 21st century. It includes both the theoretical and applied aspects of administration. As an academic discipline, it incorporated newly emerging branches in its purview. They are: (a) administratiive or organizational theory and behaviour; (b) public personal administration; (c)comparative public administration; (d) public financial administration; (f) new public administration and new public management; (g) environmental administration or ecological approach; (h) good governance and e-governance, and (i) increasing relationship between citizens and civil administration, etc.

We may conclude the discussion on the scope of public administration with the observation of Herbert Simon who asserted that public administration has two important aspects, namely– deciding and doing things. The first provides the basis for the second. Thus, Public administration is a combination of theory and practice.



CHECK YOUR PROGRESS

Q.3: Pfiffner has divided the scope of Public Administration into which two heads?

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Q.4: Mention any five principles whereby Walker has made an attempt to classify the main forms of applied administration.

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1.6 PUBLIC ADMINISTRATION IS A SCIENCE OR ARTS

Every social discipline finds itself confronted with the question whether it is a science or not. The controversy has originated because science historically stood for physical sciences like physics, chemistry etc. Likewise, there are divergent opinions among the thinkers whether public administration is a science or not. One group of thinkers was comprised of Jacob Winer, Morris R. Cohen, Robert A. Dahl, Dr. Finer and others who denied Pubic Administration the status of a science. Another group of thinkers includes C. Neely, Wallace B. Donham, Luther Gullick, Willoughby and others who claimed that Public administration is a science like other sciences.

- **Public Administration is a Science:** Following are the major claims put forward for proving public administration as a science:
  1) A few scholars opined that if science means the systematic study of knowledge derived from experience and observation, then Public Administration is a science. Administration of some sort has always existed since ancient times. During the course of history, an extensive volume of knowledge has been accumulated in form of science of administration. The ‘‘Prince’’ of Machiavelli and ‘‘Arthasastra’’ of Kautilya are excellent work for Public Administration and not merely treatises on political philosophy.
  2) Public Administration is a science because it can be studied scientifically by using scientific methods. The observations and experiments made and conducted over the years have provided

materials for fresh deductions or for the verification of general propositions previously advanced.

3) Public Administration in recent times is becoming more and more accurate. Experience shows that experts in administration are making numerous predictions leading exactly to the results as forecast by them.
4) With a view to enriching the science of Public Admiration and discover new techniques and principles of administration, special institutions have been established in all the advanced countries of the world. For instance, in the USA there is the famous Maxwell Graduate School of Public Administration at Syracuse, and in the India, there is the Indian Institute of Public Administration, New Delhi.
5) In recent times, research has been initiated to discover the place of the individual in different administrative settings and to understand the social environment of public administration.

The above mentioned points help in claiming that Public Administration is a science.

- **Public Administration is not a Science:** No social science including Public Administration which studies human behaviour can claim the degree of precision and infallibility like a physical science. Thus, Public Administration cannot be called a science because of the following reasons:
  1) Public Administration lacks exactness of a physical science. Since will, purpose, choice, whims and values play a vital role when a human being acts, it is not possible to bring about uniformity in this subject like that of other physical sciences.
  2) It is very difficult to isolate facts of Public administration and measure and classify them with exactness or verify administrative theories so advocated by scholars scientifically.
  3) It has been argued that some agreed principles of Public Administration have not been so far found out. It is not a science as it lacks preciseness based on universal validity of laws or principles. Dr. Finer says, ‘‘we cannot say quite clearly what administrative principles are or what they are not’’.

4) Public Administration lacks objectivity whereas pure sciences are objective, uniform, systematic, predictable and verifiable. They hardly change with the changes of time, place, and environment. On the contrary, the subject matter of Public Administration is the human being who constantly changes with the changes of time and environment.

5) Again, Public Administration is concerned with human behaviour which is not subject to uniformities of nature like physical sciences.

- **Public Administration is an Art:** Public Administration is not only a science but has been recognized as a distinct art since time immemorial. In ancient Chinese, Egyptian and Indian civilizations even use it as an art. The ‘‘Art’’ means the act of doing things so as to produce harmonious result. The subject of public Administration first discovers the principles of administration and then puts them in practice. The applicability of these principles to a particular situation makes the administrator an artist. The performance of the art, in accordance with the laid down principles, makes the subject an art. Charles Warth says, ‘‘Administration is an art because it requires its fineness and leadership, zeal and lofty convictions’’. As an art, the administrator before taking any action is supposed to make up his or her mind on the basis of the science of administration. Eventually, he is to act, to achieve the desired objective. In the words of Tead Ordway, ‘‘Administration is a moral art and administrator is a moral agent’’. We can, therefore, say that Public Administrator is also an art.

From the above discussion we can come to the conclusion that Public Administration is not a science like other physical sciences. It is on its way to becoming a science. According to Urwick, ‘‘A true science of administration is ultimately possible”. But, it is primarily a social science of observation rather than experiment. In the words of Wallace B. Donham, public administration is a progressive science whose generalization or principles are bound to be constantly revised in the fresh discovery of facts and new experiments. Similarly, it is an art of running the administration with a view to achieve its goal. We, therefore, conclude that the Public Administration is not only a social science but also an art.



CHECK YOUR PROGRESS

Q.5: Mention any two thinkers who claimed that Pubic Administration is a science.

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Q.6: Mention any two claims put forward for proving public administration as a science.

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1.7 IMPORTANCE OF PUBLIC ADMINISTRATION

Public Administration permeates all aspects of our life today. With the dawn of the industrial age, the activities of the state got multiplied and the role of Public Administration has become more complex and complicated. The modern states are no longer confining themselves solely to the maintenance of law and order. The police state idea is substituted by the concept of a welfare state. The State became the guardian of the people and the attainment of good of the people became the ultimate goal of the state. Here, Public Administration is to serve as the means for the attainment of this end. Professor W. B. Donham rightly remarks, ‘‘If our civilization fails, it will be mainly because of a breakdown of administration’’.

Thus, the importance of Public Administration may be studied under the following four heads:

1) Importance to the people.
2) Importance in a democracy.
3) Importance as a subject of study, and
4) Importance as an activity.

1) **Public Administration and the People:** Public Administration has a very important place in the life of people. It is the branch of government that touches more directly than any other on the lives of human beings. All people use the service of Public Administration almost in their activity. There are several departments of administration like the employment exchanges, industries department, medical department, and agriculture department, etc., which affect every citizen in one way or the other. With the advancement of science and technology the problem of maintaining effective co-ordination between the administration and the rest of the community has become greatly important. So, the pursuit of knowledge of Public Administration has become the most essential element in modern times. Felix A. Negro aptly remarked, ‘‘The real core of administration is the basic service which is performed for the public’’. Thus, Public Administration has a very important place not only as an instrument of governance but also as an important mechanism for preserving and promoting the welfare of the community. It has a great impact upon the life of the people as well.
2) **Public Administration and democracy:** The ideals of democracy, i.e., progress, prosperity and protection of people can be obtained only through impartial, honest and efficient Public Administration. An administration should be neutral in politics and serve faithfully any political party which remains in power. In the field of government, the administrators must possess some aptitude for getting along with politicians. Modern democracy has brought in the concept of a welfare state. It has increased the scope of state activity. Co-operation between politicians and administrators is highly desirable for the smooth functioning of a democratic government so as to attain the ultimate goal of welfare of the citizens of the country.
3) **Importance of Public Administration as a Subject:** The study of administration has also assumed significance in the present century. Woodrow Wilson asserted that the growth of Public Administration is a consequence to the increasing complexities of society, growing functions of state and growth of government on democratic lines. Scholars began

to explore 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. 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. The importance of Public Administration as a specialized subject can be attributed to the following reasons:

Firstly, one of the practical concerns that the government today has to work towards is public interest. The first and foremost objective of Public Administration is to efficiently deliver public services.

Secondly, 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 in society. From, social science perspective, Public Administration as a discipline, has to draw on a variety of sister disciplines such as History, Economics, Geography, Philosophy, Phycology, etc., with the objective to explain and not just to prescribe.

Thirdly, Public Administration has a special status in the developing countries. Many of these countries after independent from colonial rule have stressed upon speedy socio-economic development. Obviously, these countries have to rely on the government for speedy development. The latter requires a Public Administration to be organized and effectively operated for increasing productivity quickly.

Fourthly, Public Administration holds a place of significance in the lives of people. It touches them at every step. For most of their needs, the citizens depends upon Public Administration. In view of the important role of Public Administration on the lives of people, the citizens of a country cannot ignore the discipline. Therefore, its teaching should become a part of the curriculum of educational institutions.

4) **Importance of Public Administration as an Activity:** In the contemporary age, which has witnessed the emergence of administrative state, Public Administration has become an essential part of society. The functions it is called upon to perform have expanded in scope and

nature and what is more, are continually increasing. Many of these activities are more positive in nature because they care for the essential requirement of human life, be it health, education, recreation, sanitation, social security or others. It is, therefore, a creative factor with its motto being human welfare. These functions are over and above are its regulatory functions. The viewpoints of eminent scholars, as referred to below, amply reflect the importance of Public Administration as an activity:

I) 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.''

II) 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.''

III) 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.''

1.7.1 Causes of Growing Importance of Public Administration

The citizens depend upon public administration to fulfil most of their needs. The following points mentioned below summarize the reasons for the growing importance of Public Administration:

1) **Emergence of a democratic welfare state:** Emergence of a democratic welfare state has led to an increase in the activities of public Administration. The state has to now serve all sections of people in the society and this notion enhanced responsibilities of Public Administration. The modern states are no longer confining themselves to maintenance of law and order alone providing security to the people. The police state concept was substituted by the concept of welfare state. The state became the guardian of the people and the attainment of good life of the people becomes the ultimate goal of the state.

2) **Industrial revolution:** The industrial revolution gave rise to socio-economic problems making the government to assume new roles and responsibilities such as protection and promotion of the rights of workers in industrial establishments. Consequently, the state has enacted a number of industrial and labour laws and it is imperative for public administration to implement such laws in order to meet the requirements of labour welfare.
3) **Scientific and technological development:** Scientific and technological developments have brought about welcome additions in infrastructure such as power, transport and communications system. The invention of telephone, telegraph and other mechanical devices such as type writers, tele-printers, and calculators, photocopying machines, computers, fax, internet and the electronic mail has brought about revolutionary changes in office administration. All these have made possible ‘‘big government’’ and ‘‘large-scale administration’’. Besides advancements in the field of Information and Communication Technologies have contributed to improving the delivery of services to the people.
4) **Economic planning:** Centralized economic planning has been pursued in many developing countries as a method for socio-economic development. It requires a large number of experts and elaborate machinery for plan formulation, implementation, monitoring and evaluation. Nowadays, every state and its government have plans to achieve a variety of targets. The formulation and execution of these plans requires skillful and elaborate administration on a wide scale.
5) **Policy formulation and implementation:** Modern governments go a long way in formulating and adapting sound policies, laws and regulations. However, the responsibility of implementing such policies, laws, etc. on the ground rests with the Public Administrators.
6) **To maintain continuity:** The role of Public Administration has been increasing with the passage of time. The political executive keep changing but the civil servants remain in office as permanent

executive without break and lend continuity to governance. Public administration is a major force for bringing stability in society.

9) **Technical character:** The present day government is expected to provide various services to its people. The increase in the number of functions undertaken by the government requires highly specialized professional and technical services. Modern Public Administration usually represents a galaxy of all of a nation's occupations.

10) **An instrument of social change:** Public Administration is not merely a preserver of civilized life, but it is an instrument of social change particularly crucial in developing nations. It is expected of the state at present to work for accelerating socio-economic change. It has undertaken the stupendous task of eradicating the social inequalities, establishing a society free from poverty, spreading education among all, abolishing untouchability, securing equality of status and opportunities for women, etc. In fact, carrying out these social changes in a planned and orderly way rests upon the Public Administration.

Thus, Public administration is the government in action and occupies a significant place not merely as an instrument of governance but also as a mechanism for preserving and promoting the welfare of the community. To sum up, we can say that the importance of Public Administration has been increasing day by day. An efficient system of Public administration is required for running the government smoothly. Public Administration embraces almost all aspects of human life in the society. E. Burke aptly remarked, ''No existence without administration''.

1.8 PUBLIC ADMINISTRATION AND PRIVATE ADMINISTRATION

Public and private administration are two species of the same genus, namely administration. The management of affairs by private individuals or body of individuals is private administration, while management of affairs

by central, state or local government is public administration. There are some basic points of similarities and dissimilarities between public and private administration. Thinkers like Urwick, M P. Follet , Henry Fayol and several others consider it that there are no water tight differences between public and private administration .On the other hand ,Paul H, Appleby, Prof. Simon, Sir Josia Stamp and others explain the existence of the differences between both the administration. Here, we will focus on the points of similarities and differences between them:

A) Similarities between Public Administration and Private Administration: Thinkers like Fayol are of the opinion that all administration whether Public or Private possess the same fundamental characteristics. While addressing the second Congress of Administrative Science, Fayol aptly remarked, ‘‘we are no longer confronted with several administrative sciences but with one which can be applied well to public and private affairs’’. This obviously indicates that there is much in common between public and private administration. The following points would reveal the major points of similarities between them:

- In the first place, many principles, techniques and procedures are common to both of them. Activities like accounting, management, purchase, disposal etc. are very common to both types of administration.
- The aim of both is to achieve maximum contact with the people. Both would be insignificant without mass contact.
- A hierarchical organizational set up exists in both public administration and private administration. This helps in demarcating the duties and responsibilities in the cases of both.
- In both public administration and private administration certain skills such as clerical, accounting, managerial and statistical are essential for running the administration smoothly.
- Both public administration and private administration adopt modern methods to increase the efficiency of administration in the fields like personnel administration, financial administration, superannuation arrangement, staff welfare etc.

B) Dissimilarities between Public Administration and Private Administration: According to C.P. Bhamri, ‘‘Public responsibility, uniformity of treatment, impartiality and spiritedness are the essential features of Public Administration’’. The difference between the two types of administration will be clear from the following illustration.

1) **Political Direction:** The first distinction between public and private administration lies in the fact that unlike Private Administration, Public Administration is subject to political direction. The administrator under Public Administration has to carry out the orders and execute the decisions which he or she gets from the political executive with no option of his or her own. In the words of Professor Simon, ‘‘Public Administration is political whereas Private Administration is non-political’’.
2) **Profit Motive:** Administration is conducted with the altruistic motive and social service while the motive of private administration is earning profit. If private administration is useful to the public, its service to it is a by-product of profit-making. Private administration will never undertake a task if it does not bring profit to the people. If profit does not accrue, the private enterprise will close down the concern.
3) **Uniform Treatment:** Public administration is consistent in procedure and uniform in dealings with the public. According to Josiah Stamp, ‘‘Public Administration is subject to the principle of uniformity’’. In Public Administration, a civil servant cannot show favour to some people and disfavor to others, as in the case of Private Administration. Impartiality becomes the basis on his or her functions. In private administration, they need not bother about much about uniformity in treatment to the people.
4) **Public Responsibility:** Public Administration is directly responsible to the people. It has to face the criticism of the public, press, and political parties, if it fails to meet wishes of the people. On the other hand, the private administration does not have any fixed responsibility towards the public. It is only responsible to the people indirectly and that too for securing its own ends and not for the welfare of the people.

5) **Scope of Activity:** The scope of Public administration is all pervasive and comprehensive. Its jurisdiction extends to all type of activities pertaining to individuals, especially in a modern welfare state. It caters to the varied needs of the people providing basic services such as law and order, public, education, health, agriculture, social security, communication, defense etc. But, private administration does not cover so many aspects of people's life.

6) **Security of Service:** In the words of Professor Simon, ''Public Administration is bureaucratic, while Private administration is businesslike''. Public Administration is manned by permanent officials enjoying full security of service. They continue to remain in service till the age of retirement. On the other hand, Private administration is largely controlled by business professionals who remain in service as long as they can efficiently fulfil and achieve the goals and targets of the business enterprise they are working for.

7) **Efficiency Levels:** A few thinkers opined that Private Administration is superior in efficiency to that of the Pubic Administration. It is assumed by some that in terms of its style of functioning, Private Administration moves faster and is more efficient and business like while Public Administration is bureaucratic and often marked by red-tape, extravagance, inefficiency, corruption, sluggishness, etc. But it does not mean that Public administration is always inefficient.

8) **Monopolistic:** There is monopoly of services of Public Administration in certain fields such as issuing currency-notes, railways, etc. The government has monopoly in controlling them. In Private Administration, on the other hand, several organizations compete with each other to produce and supply the same commodity or fulfil the same needs at a time.

9) **Financial Meticulousness:** Public Administration has to be very careful in financial matters. Public money is to be spent meticulously and according to the prescribed procedure. It is the legislature, which exercises financial control over executive. But there is no difference between finance and administration in private administration. It is free from external financial control.

However, the difference between the two types of administration are of degree and not of kind. In recent times, business practices and standards have exercised a profound influence upon Public Administration. The Government Corporations are being run on business lines. Both respond to the environment differently which inevitably produces consequences for the functioning of organization and their management. We can conclude that Public Administration and Private Administration are the two species of the same genus, but they have special values and techniques of their own which give to each its distinctive character.



CHECK YOUR PROGRESS

Q.7: Point out any two similarities between Public and Private administration.

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Q.8: Point out any two dissimilarities between Public and Private administration.

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1.9 LET US SUM UP

- The English word "administer'' is derived from a combination of two Latin words "ad'' and "ministiare'' meaning "to serve or manage''. Literally,

the term ‘‘administration’’ means management of the affairs of public or private administration. Administration refers to mobilization of resources-human and material, to achieve a set of objectives.

- Basically, there are two different views regarding the nature of public administration. They are (a) Integral view and (b) Managerial view.
- There is no unanimous view regarding the scope of public administration.
- Luther Gullick sums up the scope of public administration by the letters of the word POSDCoRB, Which means P- Planning; O– Organization; S– Staffing; D– Directing; Co– Co-ordination; R– Reporting; B– Budgeting.
- Pfiffner has also divided the scope of Public Administration into two major heads. They are: Principles of Public Administration and Spheres of Public Administration: Walker’s view of the scope of Public Administration.
- Regarding the scope of Public Administration, a more comprehensive detail has been presented by Walker dividing it into two main parts-Administrative theory and Applied administration.
- Every social discipline finds itself confronted with the question whether it is a science or not. There are divergent opinions among the thinkers whether public administration is a science or not. One group of thinkers was comprised of Jacob Winer, Morris R. Cohen, Robert A. Dahl, Dr. Finer and others who denied Pubic Administration the status of a science. Another group of thinkers includes C. Neely, Wallace B. Donham, Luther Gullick, Willoughby and others who claimed that Public administration is a science like other sciences.
- Public Administration is not only a science but has been recognized as a distinct art since time immemorial.
- Public Administration is not a science like other physical sciences. It is on its way to becoming a science. According to Urwick, ‘‘A true science of administration is ultimately possible’’. But, it is primarily a social science of observation rather than experiment. Similarly, it is an art of running the administration with a view to achieve its goal.
- Public Administration permeates all aspects of our life today. The importance of Public Administration may be studied under the following

four heads: Importance to the people; Importance in a democracy; Importance as a subject of study; Importance as an activity.

- The citizens depend upon public administration to fulfil most of their needs. Some of the factors contributing to the growing importance of Public Administration include emergence of a democratic welfare state, Industrial revolution, Scientific and technological development, Economic planning, Policy formulation and implementation, etc.
- Public and private administration are two species of the same genus, namely administration. There are both points of similarities and differences between Public Administration and Private Administration.



1.10 FURTHER READING

1) Basu, Rumki (2004). *Public Administration-Concepts and Theories*. New Delhi: Sterling Publishers Private Limited.
2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). *Public Administration*. New Delhi: S. Chand & Company Ltd.
3) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.
4) Naidu, S. P. (2005). *Public Administarion– Concepts and Theories*. New Delhi: New Age International (P) Ltd.
5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). *Public Administration in Theory and Practice*. Allahabad: Kitab Mahal.

1.11 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: Integral View and Managerial view

Ans. to Q. No. 2: a) 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.

b) Administration according to the integral view would differ from one sphere to another depending upon the subject matter, 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.

Ans. to Q. No. 3: Principles of Public Administration and Spheres of Public Administration

Ans. to Q. No. 4: a) Defence– basically includes the military administration.

b) Educational- covers all aspects of educational administration.

b) Social– covers social administration such as social security, housing, food, employment, etc.

c) Economic– includes economic administration in the fields such as industry, agriculture, trade, commerce, public corporation, etc.

d) Foreign– it covers administration related to foreign affairs covering international cooperation, agencies involved in international peace and prosperity, diplomacy, etc.

Ans. to Q. No. 5: Wallace B. Donham and Luther Gullick.

Ans. to Q. No. 6: 1) Public Administration is a science because it can be studied scientifically by using scientific methods. The observations and experiments made and conducted over the years have provided materials for fresh deductions or for the verification of general propositions previously advanced.

2) With a view to enriching the science of Public Admiration and discover new techniques and principles of administration, special institutions have been established in all the advanced countries of the world. For instance, in the USA there is the famous Maxwell Graduate School of Public Administration at Syracuse, and in the India, there is the Indian Institute of Public Administration, New Delhi.

Ans. to Q. No. 7: 1) In the first place, many principles, techniques and procedures are common to both of them. Activities like accounting, management, purchase, disposal etc. are very common to both type of administration.

2) The aim of both is maximum contact with the people. Both would be worthless without mass contact.

Ans. to Q. No. 8: 1) Political Direction: The first distinction between public and private administration lies in the fact that unlike Private Administration, Public Administration is subject to political direction. The administrator under Public Administration has to carry out the orders and execute the decisions which he or she gets from the political executive with no option of his or her own. In the words of Professor Simon, "Public Administration is political whereas Private Administration is non-political".

2) Profit motive: Administration is conducted with the altruistic motive and social service while the motive of private administration is earning profit. If private administration is useful to the public, its service to it is a by-product of profit-making. Private administration will never undertake a task if it does not bring profit to the people. If profit does not accrue, the private enterprise will close down the concern.



1.12 POSSIBLE QUESTIONS

Q.1: Explain the nature of Public Administration with regard to the managerial and integral views.

Q.2: Discuss the scope of Public Administration with regard to the views of Luther Gullick, Walker and Pfiffner.

Q.3: Present five arguments in favour of and against the notion of public administration as a science .

Q.4: Explain the similarities between public administration and private administration.

Q.5: Explain the dissimilarities between public administration and private administration.

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UNIT 2: EVOLUTION OF PUBLIC ADMINISTRATION

UNIT STRUCTURE

2.1 Learning Objectives

2.2 Introduction

2.3 Factors that have Contributed to the Growth of Public Administration

2.4 Evolution of Public Administration as a Disciple: Different Phases

2.5 Let us Sum up

2.6 Further Reading

2.7 Answers to Check Your Progress

2.7 Possible Questions

2.1 LEARNING OBJECTIVES

After going through this unit, you will be able to :

- explain the factors that have contributed to the growth of public administration
- explain the evolution of public administration as a discipline.

2.2 INTRODUCTION

Public administration as an activity is as old as human civilization. As a discipline it is not more than hundred twenty years old. Since the ancient period, governmental machinery has drawn the attention of scholars and administrators. Ancient Indian epics like 'Ramayana', 'Mahabharata', Kautilya's ''Arthasastra'' and the teachings of Confucius contain a thorough observation about the organization and functioning of government. More importantly, Plato's 'The Republic', Aristotle's 'The Politics' and Machiavelli's 'The Prince' are a significant contribution to the modern administrative thought and practice. Public administration as an activity preceded long before the systematic study of the subject in the 18th century.

However, the official academic status to the subject did not come until World War I, when professional chairs in public administration were established and discipline text books were published in the USA.

2.3 FACTORS THAT HAVE CONTRIBUTED TO THE GROWTH OF PUBLIC ADMINISTRATION

Before going through the different stages in the evolution of the discipline, it is important to identify the factors which were responsible towards the growth of the study of public administration as a distinct academic discipline.

1) The most important factor that immensely contributed to the growth of public administration was the effort to separate 'administration' from 'politics' i.e. politics-administration dichotomy.
2) During the latter part of the 19th century, industrialization gave birth to large scale organization and problem of coordination and technological development created huge social dislocation. This made administrative intervention desirable.
3) The scientific management movement revolutionized by F. W. Tailor in the USA towards the 20th century, provided impetus to the study of public administration. His ideas had profound impact not only in the USA, but throughout the world
4) Another factor which significantly contributed to the growth of public administration was the gradual emergence of the concept of welfare state. There was an urge on the part of the state to shift from the traditional notion of administration to the social welfare of the people. This new trend of welfare state had profusely enhanced the scope of governmental functions and administrative responsibilities and public administration came be a chief agent of social welfare.
5) There was a reform movement that gathered momentum in the early part of the 20th century especially in the USA; at the intellectual level, efforts were made for the development of an independent and specialized area of knowledge based on the structure public administration. A lot of malpractices were prevalent in the USA with regard to the sphere of public administration such as the spoils system, rampant corruption, nepotism, scandals and disorganization of finances which caused great harm to their country. All these malpractices in administration resulted

in the growth of a reform movement and that eventually contributed to the emergence of public administration as a discipline in the USA.



CHECK YOUR PROGRESS

Q.1: Explain any two factors which were responsible towards the growth of the study of public administration as a distinct academic discipline.

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2.4 EVOLUTION OF PUBLIC ADMINISTRATION AS A DISCIPLINE: DIFFERENT PHASES

Public administration has passed through several critical phases of development. We can broadly divide the evolution of public administration as an academic discipline into the following seven main periods:

1) Phase I (1887-1926): Politics-Administration Dichotomy

Public administration as an academic discipline was born in the USA. The credit for initiating an academic study of public administration goes to Woodrow Wilson, who was teaching Political Science at the Princeton University and who later became the President of USA. He is regarded as the father of the discipline of public administration. In his article entitled "The Study of Administration", published in Political Science Quarterly in 1887, Wilson emphasized the need for studying public administration as a discipline apart from politics. This is known as the principle of politics-administration dichotomy. Wilson argued that, "Administration lies outside the proper sphere of politics. The administrative questions are not political questions".

While commenting on the domain of administrators, Wilson argued that administrators should focus on operating the government rather than on substituting their judgment with that of elected officials. Thus, administration was separate from politics and was confined to execution of policies. So there is a dichotomy between politics and administration. Wilson advocated the following four concepts in his popular article The Study of Administration (1887):

a) Separating politics and administration
b) Introducing comparative study of public organizations
c) Improving efficiency with business-like practices
d) Improving the effectiveness of public services through the training of civil servants.

While Wilson gave the call, it was Frank J. Goodnow who practically furthered the movement for evolving the discipline of public administration in the USA. In his Politics and Administration in 1900, he tried to draw a functional distinction between politics and administration, and wrote, ‘‘the former (politics) having to do with the policies or expressions of the State’s will, the latter (administration) with the execution of these policies’’. In fact, Goodnow strongly argued for politics-administration dichotomy and developed the Wilsonian theme further with greater courage.

Public administration started gaining academic legitimacy in the 1920s. The notable publication of Leonard D. White’s Introduction to the Study of Public Administration (1926), the first textbook completely devoted to the discipline. It reflected the general characteristics of public administration as non-partisan. Public administration was supposed to be a value-free science. While not rejecting politics, the reformers of this period sought better government by expanding administrative functions. The politics-administration dichotomy emerged as a conceptual orientation whereby the world of government was divided into two functional areas-administrative and political.

If Wilson is the pioneer of the discipline, Max Weber is the first theoretician who provided the discipline of public administration 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'. 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 the realization of economy, efficiency and stability.

2) Phase II (1927-1937): Search for Principles of Administration (Economy and Efficiency)

The second period in the evolution of public administration as an academic discipline could be said to have begun in 1927 with the publication of W. F. Willoughby's book Principles of Public Administration that came to be known as the second textbook in the field of public administration. According to him, public administrators would be effective if they learned and applied scientific principles of administration. A few other books were also published like M. P. Follett's Creative Experience, Henry Fayol's Industrial and General Management, Mooney and Reilly's, Principles of Organization were notable in this regard. The central belief of the period was concentrated on certain ''principles of administration'' such as economy and efficiency. The business of administration was conducted on the basis of scientific management while administrative practitioners and business school joined hands for the mechanistic aspect of management. The work of F. Taylor and the principles of scientific management had significant effect on public administration. Taylor believed that the scientific principles were universally applicable and was keen to apply them to public administration.

The major contribution of this period came from Gullick and Urwick's publication Papers on the Science of Administration in 1937. They claimed that public administration is a science. Both of them coined the acronym 'POSDCORB' to study the scope of public administration. These periods were the golden years of 'principles' in the history of public administration and achieved a high degree of respectability.

3) Phase III (1933-1947): Era of Challenges and Human Relations Movement

The third period was a period of continuous and mounting challenges and questioning in the evolution of public administration. The developments in the field of public administration during the first and the second phases were challenged vehemently. The main objections were:

a) Politics and administration could never be separated clearly

b) Principles of administration were not something big enough.

Many of the previously accepted theories of public administration came under attack. In the critical decision-making environment of World War II, the necessity of flexibility, creativity and discretion in decision making began to be felt. The rigid, hierarchical administrative principles proved totally ineffective in such an environment. As a result of these experiences, the focus shifted to the social, moral and political orientation of the discipline to challenge the dogma of managerial effectiveness.

Chester I. Bernard in his ‘‘The Functions of the Executive’’ (1938) did not uphold the stand taken by earlier writers. Herbert Simon in his book, Administrative Behavior published in 1947, and for which he was awarded the Nobel Prize in 1978, wrote that, ‘‘A fatal defect of the current principles of administration is that for almost every principle one can find an equally plausible and acceptable contradictory principle.’’ Simon further stated that there is no such thing as principles of administration. He also rejected separation between politics and administration and argued for ‘logical positivism’ in the study of policy-making and relation of means and ends. The claim that public administration is a science was challenged by Robert Dahl in his paper ‘‘The Science of Public Administration: Three Problems’’ (1947) and expressed three problems in developing a science of public administration as public administration was plagued by three interrelated problems, namely, values, behaviour and culture. Thus, because of the influences of values or normative considerations; human behavior based on individual personalities; and cultural norms encompassing varying historical, sociological, economic and other conditioning factors, it becomes difficult to establish a set of

universal principles in the sphere of public administration. The need of the hour was to make the discipline more flexible, dynamic and environment oriented.

The pioneering studies which resulted from the experiments in the Hawthorne plant of the Western Electric Company in 1920s also challenged many prevailing ideas about incentives and human behaviour in groups. Unlike the machine mode of organization, the human relations approach 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 worker while engaging an employee.

These objections ushered in a new phase in the evolution of the discipline of public administration.

4) Phase IV (1948-1970): Development of a Scientific and Inter-disciplinary Character

This period was known for acute identity crisis of the public administration. Many scholars wanted to return to the fold of the mother science viz., political science and found that there was domination of political science over administration. They also felt that political science not only discouraged the appearance of public administration as a separate discipline but did not encourage the growth and development of the discipline. Thus, the major issues of this period were:

1) Absence of comprehensive intellectual framework for public administration as a separate discipline.
2) Willingness of political scientists to engulf public administration into political science.

The need of the hour was to make the discipline more flexible, dynamic and environment-oriented. Shifting the focus to the Third World nations in the post-world war-II period and the emergence of new nations in Asia, Africa and Latin America set a new trend in the study of public administration. The western scholars began to show much interest in the study of varied administrative patterns of the newly independent

nations. In this context, especially the Western scholars recognized the importance of the relevance of environmental factors and their impact on the different administrative systems in these nations. This factor largely accounts for the development of comparative, ecological, and development administration perspectives in the field of Public Administration. In this regard the contribution of Ferrel Heady, F. W. Riggs and Edward Wiedner is worth to be mentioned here. The cross-cultural and cross-national administrative studies have provided the impetus needed for the extension of scope of Public Administration and making it inter-disciplinary in nature.

The Minnowbrook-I (1968) Conference was a famous event for bringing about a new phase in public administration characterized by value, relevance, equity, and change during the period. A group of young American scholars spoke against the contemporary nature of discipline. At the Minnowbrook Conference, 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.

5) Phase V (1971-1980): Emergence of New Public Administration

The fifth period commenced in the 1970s in the midst of turmoil and uncertainty of earlier periods of public administration. In 1970, the National Association of Schools of Public Affairs and Administration (NASPAA) was founded and worked as landmark event. The NASPAA represented not only an act of secession by public administrations from political science or management science, but also indicated a rise of self-confidence on the part of public administration as well. Public administration registered much progress and recognition in different aspects during this period. The major development that took place during the period towards its evolution was:

a) Drawing more attention to the dynamics of administration, instead of the static nature that was held earlier.

b) Like many other social sciences, public administration too adopted an inter-disciplinary approach in its study.

c) The emergence of the new wave that sprang up in 1968 in the USA called 'New Public Administration' became the foci of the study of public administration. The term New public administration gained greater currency with two publications in 1971, namely, Frank Marini's edited book Towards A New Public Administration: The Minnowbrook Perspective and D. Waldo's edited book Public Administration in a Time of Turbulence in 1971, substantially contributed towards developing new approaches in the study of public administration.

d) Separate studies of public and private business administration tended to merge into a separate science of organization. Organizational theories that developed have equal applicability to both public and private administration.

e) Another development was the increasing use of the system and behavioral approaches, encouraging the comparative study of administrative systems in diverse social settings and environment. It became popular and gained momentum when several scholars, namely, F. Heady, Goodsell, G. P. Dwivedi and many more came forward to undertake research in comparative public administration.

6) Phase VI (1981-1990): Interest in Alternative Paradigms

The major events that took place during the period towards the evolution of public administration were:

a) The period witnessed the revival of New Comparative Administration which was shelved for many reasons during the 1970s. It became popular and gained momentum when several scholars namely, F. Heady, Charles T. Goodsell, G. P. Dwivedi, Milton Esman, Jong S. Jung and many more came forward to undertake research in the comparative public administration.

b) The publication of Charles T. Goodsell's article ''The New Comparative Administration: A Proposal'' was a milestone in widening the scope of comparative public administration.

c) The Minnowbrook-II Conference is another landmark event in the evolution of public administration. It gave birth to a new approach called ‘‘New Public Management’’. NPM is primarily concerned with providing quality services to citizens: ensuring greater autonomy to public management, rewarding organization and individuals on the basis of fulfilling their target: and keeping an open-minded attitude for the private sector.

Globalization is another phenomenon which has introduced a major shift not only in theory but also in practice of public administration. It has set the discipline free from the traditional bondage of structure and process and paved the way for a more flexible, less-hierarchical and accommodative type of discipline. In fact, globalization increased the urgency of having a more proactive public administration, both structurally and functionally. Public administration has experienced a radical change. Structurally the rigid, hierarchical and bureaucratic form of governance has given way to a more flexible, de-hierarchical and post-bureaucratic form of governance based on networks and partnership. Likewise, at the functional level, public administration has witnessed a profound transition in the nature of delivery of public services. Thus, in the era of globalization public administration has roped in the private sector in terms of making available the goods and services to the citizens more effectively as indicated by the rising public-private partnerships. Osborne and Gaebler’s book ‘‘Reinventing Government’’ published in 1992 is a landmark event in the evolution of public administration which redefines functions of the government. The author argue in favor of ‘‘Entrepreneurial Government’’ that is certain to bring about radical changes by:

a) Improving public management through performance, measurement and evolution;
b) Reducing budgets;
c) Downsizing the government;
d) Selective privatization of public enterprises; and
e) Contracting out in selective areas.

Several methods have been used to facilitate the privatization of welfare delivery viz. contracting out, encouraging private participation, introducing quasi-markets, mobilizing voluntary sector and the like. However, the shift from the role of a direct provider to a facilitator of welfare delivery did not make public administration redundant. In fact, it continued to enjoy its key position. The centrality of public administration is neither denied by the state nor by the market. Rather, it provides the state with adequate support mechanism to govern.

The Minnowbrook Conference-III, 2008 is another landmark event in the evolution of discipline as a field of enquiry. The Minnowbrook Conference-III was useful in conceptualizing the difficulties that public administration was confronting in a globalizing world. Conference III reflected the genuine concern of those seeking to conceptualize public administration as an organic discipline that was equipped adequately to respond to the new demands of global human concern. Primarily the scholars focused on four specific areas of 'discomfort' that appeared to have been critical in contemporary research in public administration. These four specific areas of concerns relate to:

a) The nature and scope of discipline in the changed environment of a globalizing world,
b) The complexities of the market-oriented New Public Management
c) The impact of inter-discipline borrowing on the methodological core of the discipline,
d) The growing importance of networked governance and collaborative public management in re-conceptualizing public administration in a rapidly changing socio-economic and political milieu.

Thus, public administration has become a complex area of human endeavour simply because of socio-economic circumstances in which it is rooted as a practice. The Minnowbrook Conference 2008, reiterates some major redesigning of public administration by insisting on its ''commitment to responsiveness, social equality and participation''. In the context of globalization, public administration despite its contextual character, is thus well-equipped to meaningfully address human concerns of varied nature in the present society.

To sum up, we must say that public administration had to pass several critical stages to become a dynamic social discipline. The contribution of scholars from different disciplines in its evolution cannot be denied. The emergence of policy administration, welfare and development administration, new public administration and new public management and new trends like good-governance and e-governance were substantially helpful in the evolution as an academic discipline. Many universities and colleges have incorporated in their syllabi public administration as an independent subject. But still, there are a number of universities which still teaches public administration as a sister subject of Political Science. Besides there are a number of leading research institutes in the discipline of public administration such as International Institute of Administrative Sciences, American Society for Public Administration, Indian Institute of Public Administration, Dutch Association for Public Administration, etc.



CHECK YOUR PROGRESS

Q.2: Who initiated an academic study of public administration?

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Q.3: Name the author of the Administrative Behavior.

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2.5 LET US SUM UP

- Public administration has passed through several critical phases of development. We can broadly divide the evolution of public administration as an academic discipline into the following seven main periods.
- Public administration as an academic discipline was born in the USA. The credit for initiating an academic study of public administration goes to Woodrow Wilson, who was teaching Political Science at the Princeton University and who later became the President of USA.

- In his article entitled ‘‘The Study of Administration’’, published in Political Science Quarterly in 1887, Wilson emphasized the need for studying public administration as a discipline apart from politics. This is known as the principle of politics-administration dichotomy.
- While Wilson gave the call, it was Frank J. Goodnow who practically furthered the movement for evolving the discipline of public administration in the USA.
- If Wilson is the pioneer of the discipline, Max weber is the first theoretician who provided the discipline of public administration 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’’.
- The second period in the evolution of public administration as an academic discipline could be said to have begun in 1927 with the publication of W. F. Willoughby’s book Principles of Public Administration that came to be known as the second textbook in the field of public administration.
- The central belief of the period was concentrated on certain ‘‘principles of administration’’. The business of administration was conducted on the basis of scientific management while administrative practitioners and business school joined hands for the mechanistic aspect of management. The work of F. Taylor and the principles of scientific management had significant effect on public administration. Taylor believed that the scientific principles were universally applicable and was keen to apply them to public administration.
- The third period was a period of continuous and mounting challenges and questioning in the evolution of public administration. The developments in the field of public administration during the first and the second phases were challenged vehemently.
- Many of the previously accepted theories of public administration came under attack. In the critical decision-making environment of World War II, the necessity of flexibility, creativity and discretion in decision making began to be felt. The rigid, hierarchical administrative principles proved

totally ineffective in such an environment. As a result of these experiences, the focus shifted to the social, moral and political orientation of the discipline to challenge the dogma of managerial effectiveness.

- The fourth period was known for acute identity crisis of the public administration. Many scholars wanted to return to the fold of the mother science viz., political science and found that there was domination of political science over administration. They also felt that political science not only discouraged the appearance of public administration as a separate discipline but did not encourage the growth and development of the discipline.
- The need of the hour was to make the discipline more flexible, dynamic and environment-oriented. Shifting the focus to the Third World nations in the post-world war-II period and the emergence of new nations in Asia, Africa and Latin America set a new trend in the study of public administration. The western scholars began to show much interest in the study of varied administrative patterns of the newly independent nations.
- In this context, especially the Western scholars recognized the importance of the relevance of environmental factors and their impact on the different administrative systems in these nations. This factor largely accounts for the development of comparative, ecological, and development administration perspectives in the field of Public Administration.
- The Minnowbrook-I (1968) Conference was a famous event for bringing about a new phase in public administration characterized by value, relevance, equity, and change during the period. A group of young American scholars spoke against the contemporary nature of discipline. At the Minnowbrook Conference, 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 fifth period commenced in the 1970s in the midst of turmoil and uncertainty of earlier periods of public administration. In 1970, the National Association of Schools of Public Affairs and Administration (NASPAA) was founded and worked as landmark event. The NASPAA represented not only an act of secession by public administrations from political science

or management science, but also indicated a rise of self-confidence on the part of public administration as well. Public administration registered much progress and recognition in different aspects during this period.

- The sixth period witnessed the revival of New Comparative Administration which was shelved for many reasons during the 1970s. It became popular and gained momentum when several scholars namely, F. Heady, Charles T. Goodsell, G. P. Dwivedi, Milton Esman, Jong S. Jung and many more came forward to undertake research in the comparative public administration.
- The Minnowbrook-II Conference is another landmark event in the evolution of public administration. It gave birth to a new approach called ''New Public Management''. NPM is primarily concerned with providing quality services to citizens: ensuring greater autonomy to public management, rewarding organization and individuals on the basis of fulfilling their target: and keeping an open-minded attitude for the private sector.
- The seventh period public administration has experienced a radical change. Structurally the rigid, hierarchical and bureaucratic form of governance has given way to a more flexible, de-hierarchical and post-bureaucratic form of governance based on networks and partnership. Likewise, at the functional level, public administration has witnessed a profound transition in the nature of delivery of public services. Thus, in the era of globalization public administration has roped in the private sector in terms of making available the goods and services to the citizens more effectively as indicated by the rising public-private partnerships. Osborne and Gaebler's book ''Reinventing Government'' published in 1992 is a landmark event in the evolution of public administration which redefines functions of the government.
- Several methods have been used to facilitate the privatization of welfare delivery viz. contracting out, encouraging private participation, introducing quasi-markets, mobilizing voluntary sector and the like. However, the shift from the role of a direct provider to a facilitator of welfare delivery did not make public administration redundant. In fact, it continued to enjoy its key position. The centrality of public administration is neither

denied by the state nor by the market. Rather, it provides the state with adequate support mechanism to govern.

- The Minnowbrook Conference-III, 2008 is another landmark event in the evolution of discipline as a field of enquiry. The conference was useful in conceptualizing the difficulties that public administration was confronting in a globalizing world. Conference III reflected the genuine concern of those seeking to conceptualize public administration as an organic discipline that was equipped adequately to respond to the new demands of global human concern.
- Thus, public administration has become a complex area of human endeavour simply because of socio-economic circumstances in which it is rooted as a practice. The Minnowbrook Conference 2008, reiterates some major redesigning of public administration by insisting on its ‘‘commitment to responsiveness, social equality and participation’’. In the context of globalization, public administration despite its contextual character, is thus well-equipped to meaningfully address human concerns of varied nature in the present society.



2.6 FURTHER READING

1) Basu, Rumki (2004). *Public Administration-Concepts and Theories*. New Delhi: Sterling Publishers Private Limited.
2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). *Public Administration*. New Delhi: S. Chand & Company Ltd.
3) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.
4) Naidu, S. P. (2005). *Public Administarion– Concepts and Theories*. New Delhi: New Age International (P) Ltd.
5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). *Public Administration in Theory and Practice*. Allahabad: Kitab Mahal.

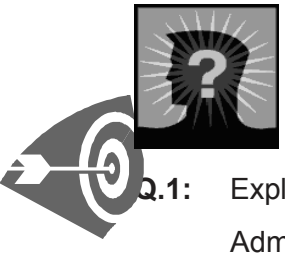
2.7 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: a) The most important factor that immensely contributed to the growth of public administration was the effort to separate 'administration' from 'politics' i.e. politics-administration dichotomy.

b) During the latter part of the 19th century, industrialization gave birth to large scale organization and problem of coordination and technological development created huge social dislocation. This made administrative intervention desirable.

Ans. to Q. No. 2: Woodrow Wilson

Ans. to Q. No. 3: Herbert Simon



2.8 POSSIBLE QUESTIONS

Q.1: Explain the factors that have contributed to the growth of Public Administration.

Q.2: Explain the first and second periods in the evolution of public administration as a discipline.

Q.3: Explain the fourth and fifth periods in the evolution of public administration as a discipline.

Q.4: Discuss the evolution of Public Administration as a discipline.

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UNIT 3: NEW PUBLIC ADMINISTRATION

UNIT STRUCTURE

3.1 Learning Objectives

3.2 Introduction

3.3 Factors Leading to the Emergence of New Public Administration

3.4 Evolution and Growth of New Public Administration

3.5 Limitations and Contributions of New Public Administration

3.5.1 Major Goals and Objectives of New Public Administration

3.6 Let us Sum up

3.7 Further Reading

3.8 Answers to Check Your Progress

3.9 Possible Questions

3.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the factors leading to the emergence of New Public Administration
- explain the meaning and characteristics of New Public Administration
- discuss the evolution and growth of New Public Administration
- evaluate the limitations and contributions of New Public Administration.

3.2 INTRODUCTION

Throughout history, periods of confusion, instability and turbulence are often seen to produce waves of new thoughts, which seek to challenge the traditional contents of academic disciplines and give them a new direction. All these new sets of ideas are sometimes so significant that they are commemorated by imparting the adjective 'new'. We have come across such concepts like– New Left, Neo-Liberalism, Neo Federalism, Neo-colonialism, Neo-Marxism, etc. The emergence of "New Public Administration'' in the vocabulary of Public Administration is no exception to that wave.

3.3 FACTORS LEADING TO THE EMERGENCE OF NEW PUBLIC ADMINISTRATION

The late 1960s were a period of turbulence for the American society. Public Administration was criticized severely for being ineffective, inefficient and irresponsive to the contemporary challenges. A group of young American scholars spoke against the contemporary nature of the discipline. They demanded for making Public Administration relevant to the contemporary issues. It was supposed to maintain a distance from politics and become effective and responsive. They laid emphasis on values and ethics instead of earlier dogmas of public administration which were found to be inadequate and incomplete objectives of the discipline. All these were the outcome of the Minnowbrook Conference (1968) and the birth of New Public Administration (NPA).

There are some reasons for the emergence of New Public Administration in USA which are as follows:

1) Many administrative agencies found difficulties to accomplish their tasks in absence of effective and efficient administration and there was a need of an effective, efficient administration.
2) After the World War II, the problem of unemployment, poverty and population increased rapidly and it was mainly due to the incapability of administrators and the administrative system.
3) Till the 1960s, Public Administration was considered as the maintainer of the status-quo, benefiting the elite class. So, there was an urgent need to meet the needs of the common people.
4) Traditional Public Administration gave importance to ‘‘administration’’ rather than the ‘‘public’’ and service efficiency. It emphasized principles and procedures, rather than values, efficiency and economy.

Scholars opined that public administration should act as the bearer of social change. It was a move to make public administration more people friendly. So, there was a need to rethink about the concept of Public Administration.

3.4 EVOLUTION AND GROWTH OF NPA

The factors mentioned in the previous section were found responsible in floating a new concept like NPA in public administration. However, some landmark events contributed in shaping the NPA movement profusely which are discussed below.

- **Major Landmarks in the growth of New Public Administration:** The term ‘‘New Public Administration’’ gained greater currency as a result of the following incidents:
  1) The Honey Report of Higher Education for public service, 1967, in USA;
  2) The Philadelphia Conference on the Theory and Practice of Public Administration 1967, USA.
  3) The Minnowbrook conference 1968, USA
  4) Publication of ‘‘Towards a New Public Administration: Minnowbrook Perspective’’ edited by Frank Marini (1971).
  5) Publication of ‘‘Public Administration in a Time of Turbulence’’ edited by Dwight Waldo (1971).

The above mentioned landmark events towards the formulation of the New Public Administration can be discussed in some details as follow:

1) The Honey Report of higher education for public service, 1967, in USA: In 1966, an affiliate of the American Society for Public Administration asked John C. Honey of the Syracuse University to undertake an evolution of the study of public administration as a field of study in the US universities. Accordingly, John C. Honey prepared his report in 1967. The report made 11-point recommendations and sought to broaden the scope of the discipline of public administration.

The report highlighted institutional shortcomings in the area of public administration and lack of communication between the scholars of public administration and the practising administrators. It also dealt with the question of uncertainties and confusion over the status of the discipline. Importantly, it identified four major problems confronting the discipline which required immediate action on them. They were:

a) Lack of sufficient funds at the disposal of the department;
b) Confusion and uncertainty over the status of public administration especially whether it is a discipline, science or profession;
c) Institutional shortcomings, mainly the inadequacy of public administration departments; and
d) Communication gap between scholars of public administration and practising administrators.

The Honey Report, in fact, aroused interest as well as controversy in the USA. The report induced a number of scholars to think immensely about the place and role of public administration in the society. It acted as a catalyst in encouraging discussion on its adequacy and in resolving societal problems thereby providing an impetus to the concept of New Public Administration.

2) **The Philadelphia Conference on the Theory and Practice of Public Administration 1967, USA:** The American Academy of Political and Social Science organized a conference in Philadelphia in December, 1967 to discuss the topic "The Theory and Practice of Public Administration: Scope, Objectives and Methods". Varied views were expressed at the conference by the participants. Public administration was viewed as an academic discipline, both as a field of study as well as a profession. Some defined public administration as administration for "public interest" while others called it "governmental administration". In fact, there was disagreement regarding the definition of public administration at the conference.

However, the conference expressed the viewpoint that with the progressive transformation of the concept of state from police state to welfare state, responsibilities of administration have increased manifold. At present, administration is involved in both the policy formulation and policy implementation at various stages. In view of the socio-economic disparities, public administration should pay increasing attention to social problems and should promote social equity. The Philadelphia Conference was considered as the predecessor of the Minnowbrook Conference of 1968.

3) **The Minnowbrook Conference-I, 1968, USA:** The Minnowbrook Conference-I may rightly be credited with the honour of having produced the first coherent grammar of New Public Administration. In fact, the conference was a youth conference and an academic get together which gave rise to what has come to be known as "New Public Administration". It was the first conference held under the patronage of Dwight Waldo which had sought to give a new image to public administration as a subject actively concerned with the problems of the society and full of reformist intentions.

Thus, the conference was helpful in bringing about a new phase in public administration characterized by value, relevance, equity and change. Public interest became the central concern of public administration. The conference not only reaffirmed the irrelevance of the traditional techniques of public administration, but also stressed the obligations of public administrators to be concerned with values, ethics and morality in dealing with the challenges of society. It put more emphasis on a normative approach in place of the value-free approaches to the study of public administration.

4) **Publication of "Towards a New Public Administration: Minnowbrook Perspective" edited by Frank Marini (1971):** The Minnowbrook Conference was a landmark event in the emergence of New Public Administration. In fact, the Minnowbrook ideas found wider circulation through a number of works including ''Towards a New Public Administration: Minnowbrook Perspective'' edited by Frank Marini, 1971. This was the first published work on New Public Administration and thus proved a pioneer in the field.

5) **Publication of "Public Administration in a Time of Turbulence" edited by Dwight Waldo (1971):** The first publication was followed by another work carrying forward the same trend published simultaneously in 1971. It was ''Public Administration in a Time of Turbulence'' edited by Dwight Waldo, 1971. The book represented the idea of an academic get together in public administration held at Minnowbrook.

Since then several articles have appeared to give a new shape to idea of New Public Administration. However, no serious publication was

there except H. George Frederickson's "New Public Administration" published in 1980. The publication provided inspiration for further study of New Public Administration.

6) **The Minnowbrook Conference-II (1988):** The Minnowbrook-II Conference held in September 1988, at Syracuse University was another landmark event towards the evolution of New Public Administration. It is landmark in the sense that the term New Public Administration was first used by the enthusiasts and scholars of political science and administrators in 1971 and again in 1988. The purpose of the second conference was to reflect upon the impact of Minnowbrook-I. It brought together scholars of the 1980s and the earlier generation to discuss the impact of NPA and to address other important issues at Minnowbrook-I.

   The conference gave birth to a new approach called ‘‘New Public Management’’ (NPM). Its emergence reflected the changes that took place in the western nations. Because, state as a major dispenser of social justice had been increasingly questioned across the globe since the late 1970s. The popular mood was against the state for its poor performance in social, political and economic spheres. Similarly, in the late 1980s and early 1990s public sector management in the western world underwent a massive change.

   Thus, the NPM is primarily concerned with providing quality services to citizens: ensuring greater autonomy to public management, rewarding organizations and individuals on the basis of fulfilling their targets; and, keeping an open-minded attitude for the private sector.

7) **The Minnowbrook Conference-III (2008):** The Minnowbrook-III Conference is another landmark event in the evolution of the discipline as a field of enquiry. Conference III reflected the genuine concern of those seeking to conceptualize public administration as an organic discipline that was equipped adequately to respond to the new demands of global human concern. Primarily the scholars focused on four specific areas of ‘discomfort’ that appeared to have been critical in contemporary research in public administration. These four specific areas of concerns related to:

a) The nature and scope of the discipline in the changed environment of a globalizing world.
b) The complexities of the market-oriented New Public Management,
c) The impact of inter-disciplinary borrowing on the methodological core of the discipline,
d) The growing importance of networked governance and collaborative public management in re-conceptualizing public administration in a rapidly changing socio-economic and political environment.

The Minnowbrook Conference-III has tried to rearticulate its ‘‘human face’’ that was significantly undermined in the second Minnowbrook Conference of 1988. In the debates, the participants highlighted the importance of being truly ‘‘multi-disciplinary’’ in order to understand the complexities in public administration that would remain unaddressed within the traditional perspective. The conference was an effort to make the discipline relevant and meaningful in addressing contemporary human concerns. It was also an effort to rediscover the ‘‘publicness’’ of public administration.



CHECK YOUR PROGRESS

Q.1: Mention any four reasons for the emergence of New Public Administration.

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Q.2: Write about the Minnowbrook Conference-I, 1968, USA.

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3.5 MEANING OF NEW PUBLIC ADMINISTRATION

New Public Administration (NPA) stands as anti-positivist, anti-technical and anti-hierarchical and thus it is different from traditional Public Administration. NPA is responsive to the needs of the people.

A group of young American scholars spoke against the contemporary nature of the discipline of public administration. 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 Public Administration, especially for its undue stress on efficiency and economy, led to a new approach popularly known as the ‘‘New Public Administration’’.

The concept of NPA, in a nutshell, states that public administration does not function in vacuum and the administration should be responsive towards the needs of the society and address the problems and malaises that afflict the society.

- **Main exponents of New Public Administration:** The main exponents of NPA were D. Waldo, Frank Marini, George Frederickson and Joseph Uvages, Charles Lindbloom and Vincent Ostrom etc.

3.5.1 Major Goals and Objectives of New Public Administration

The protagonists of NPA expressed their dissatisfaction with the state of the discipline of public administration. They opposed the existing system of administration as traditionally organized. As such, the major goals and objectives of the NPA may be summarized as follows:

There were four goals and three anti-goals of New Public Administration. In order to achieve these goals, the authors put forth 4 solutions which have been referred to and popularly called the 4 D's-decentralization, debureaucratisation, delegation and democratization.

Frank Marini summarized the themes of NPA under 5 heads– (a) relevance, (b) values, (c) social equity, (d) change and (e) client-focus. A thinker like Golembiewski also says that these five goals provided positive perspective to NPA.

In addition to the above, NPA advocates three anti-goals and hence its literature is called, 'anti-positivist'. They include–

1) Rejecting a definition of public administration as value-free. Thus, public administration should be value oriented.
2) Rejection of a rationalist and perhaps deterministic view of human kind since human behaviour is quite unpredictable. Public Administration studies should focus on what administration should become instead of what administration should be.
3) Rejecting politics-administration dichotomy since administrators today are involved in policy formulation and policy implementation at all the stages.

The overall focus in NPA movement seems to be to make administration less ''generic'' and more 'public' less 'descriptive' and more 'prescriptive', less 'institution-oriented' and more 'client-oriented', less 'neutral' and more 'normative', but it should be no less scientific nevertheless.

Besides the above, the other objectives of NPA are:

a) To focus on the need to abandon value-free and value-neutral research in administration;
b) To lay stress on contemporary issues and problems;
c) Public Administrators should become active agents of economic and social change;
d) To cultivate an approach focusing on social equity;
e) Not to consider human beings as static factors of production. They are anti-technical which means that human beings cannot be treated as machines.

- **Goals of New Public Administration:** The major elements of NPA are its concerns for the societal problems of the day. Its parameters are relevance, anti-positivism, morals, ethics and values, innovation, client-centeredness, social equity, etc. The chief goals of NPA are discussed as follows:

  1) **Relevance:** Public Administration as a subject of study has been criticized for not focusing on issues and problems of contemporary social problems. Because of this, the Minnowbrook conference 1968 laid emphasis on the adoption of policy-oriented public administration. There had been renewed emphasis on being sensitive to the contemporary societal problems. The scholars were of the opinion that public administration cannot be instrumental in vacuum. Instead it should actively engage itself in the problems confronting the present society.
  2) **Values:** The NPA as a movement is critical of value neutrality or value-free nature of public administration. It tries to avoid the concept of value-free social science. Rather, NPA strives to bring values back into the realm of public administration. Values need to be incorporated in the policy making process.
  3) **Social equity:** The advocates of NPA asserted that the guiding force for public administration should be social equity. Obviously, it means that the administrators should work and

become agents of socio-economic development of the less privileged groups. The performance of administrators was to be judged not in terms of growth but it had to be sensitive to the aspect of social equity.

4) **Change:** As opposed to status quo, the NPA lays emphasis on change. It includes reorientation of policy issues and decisions affecting citizens. It also incorporates the means of bringing about formal changes in the administrative machinery by introducing new ideas.
5) **Moral basis:** The basis of NPA is its morals. The administrators will have the moral obligations to protect and promote the interest of different groups in the society.
6) **Ethical basis:** Another characteristic of NPA is the ethical basis of administrative functioning. Its main objective is to work for the establishment of justice. It focuses on the central role of personal and organizational values or ethics. NPA is thus, considered as an agent of development and social justice.
7) **Client-centered:** NPA is concerned with adopting a client-centered approach. This implies that the administrators should provide people's participation in the process of decision making. It calls for providing the people a major voice in the administration.
8) **Anti-positivist:** NPA is anti-positivist in the sense that it overtly denies the definition of public administration as value-free and rejects it if it is not properly connected with policy.
9) **Innovation:** NPA stresses on innovation and change.



CHECK YOUR PROGRESS

Q.3: Explain any four goals of New Public Administration.

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3.6 LIMITATIONS AND CONTRIBUTIONS OF NEW PUBLIC ADMINISTRATION

Limitations of NPA: New Public Administration was also not free from critics. Some of the limitations are as follows:

- Firstly, critics say that NPA was a product of its own age and no longer remains a new concept at present.
- Secondly, the Minnowbrook Conference 1968 had been questioned by critics for not coming up with constructive solutions regarding the problems of public administration.
- Thirdly, NPA has been criticized as anti-theoretic, anti-positivist and anti-management.
- Fourthly, Golembiewski considered NPA as a temporary and transitional phenomenon. For him, a value free science should be the central target.
- Fifthly, NPA raised issues that had been raised earlier too and did not succeed in addressing them.

- Lastly, with the emergence of New Public Management and Good Governance, the concept of New Public administration has lost its relevance in today's world, etc.

Contributions of NPA: Some of the contributions of New Public Administration are as follows:

Despite limitations, the importance of NPA cannot be denied. Some of its contributions towards the evolution of the discipline of public administration are:

1) The positive value of NPA lies in bringing public administration closer to political science.
2) The client-centered, normative and socially conscious public administration is of direct relevance to the Third World countries, where public administration is in dire need of de-bureaucratization and basic qualitative transformation. It is said that NPA makes a shift in focus from positivist behavioural formalistic concerns, towards more basic, socially relevant issues.
3) D.Waldo in his work ''Enterprise of Public Administration'' (1980) has identified positive and negative feature of NPA. Positively, it is some sort of a movement in the direction of normative theory, philosophy, social concern and activism. He pointed out NPA projects three perspectives clearly– a) client-oriented bureaucracy, b) representative bureaucracy and c) people's participation.
4) NPA is not new in content and its ideas are old, but presented in an integrated manner. For instance, several of its ideas like change orientation and client-orientation were earlier brought out by development administration. Organizational development movement of the 1950s called for organizational democracy. Politics-administration dichotomy was rejected by F. M. Mark and Simon. But, credit goes to NPA for bringing all these concepts together.
5) The concept of NPA provided a new identity to public administration. Earlier public administration was merged into political science and generic management.

Thus, NPA marked a turning point in the growth of the discipline of public administration and has sought to bring the discipline closer to the society. With the emergence of NPA, the questions of values and ethics have remained a focal topic of public administration.



CHECK YOUR PROGRESS

Q.4: Mention any two limitations of NPA.

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Q.5: Mention any two contributions of NPA.

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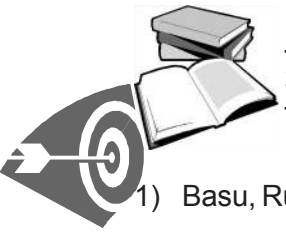


3.7 LET US SUM UP

- The late 1960s were a period of turbulence for the American society. Public Administration was criticized severely for being ineffective, inefficient and irresponsive to the contemporary challenges. A group of young American scholars spoke against the contemporary nature of the discipline. They demanded for making Public Administration relevant to the contemporary issues.

- Scholars opined that the public administration should act as the bearer of social change. It was a move to make public administration more people friendly. So, there was a need to rethink about the concept of Public Administration.
- The term New Public administration gained greater currency as a result of the following certain incidents including the Honey Report of Higher Education for public service, 1967, in USA; the Philadelphia Conference on the Theory and Practice of Public Administration 1967, USA; the Minnowbrook conference 1968, USA; Publication of ‘‘Towards a New Public Administration: Minnowbrook Perspective’’ edited by Frank Marini (1971); Publication of ‘‘Public Administration’’ in a ‘‘Time of Turbulence’’ edited by Dwight Waldo (1971).
- New Public Administration stands as anti-positivist, anti-technical and anti-hierarchical and thus it is different from Traditional Public Administration. It takes care of the needs of the people, the changing concept of society and NPA tries to solve the difficulties that administration faces.
- A group of young American scholars spoke against the contemporary nature of the 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 Public Administration, especially its love for efficiency and economy led to a new approach popularly known as the ‘‘New Public Administration’’.
- The main exponents of NPA were D. Waldo, Frank Marini, George Frederickson and Joseph Uvages, Charles Lindbloom and Vincent Ostrom etc.
- There were four goals and three anti-goals of New Public Administration. In order to achieve these goals, the authors put forth 4 solutions which have been referred to and popularly called the 4 D’s-decentralization, debureaucratisation, delegation and democratization.

- Frank Marini summarized the themes of NPA under 5 heads– (a) relevance, (b) values, (c) social equity, (d) change and (e) client-focus.
- In addition to the above, NPA advocates three anti-goals and hence its literature is called, 'anti-positivist'. They include- Rejecting a definition of public administration as value-free; Rejection of a rationalist and perhaps deterministic view of human kind since human behaviour is quite unpredictable; Public Administration studies should focus on what administration should become instead of what administration should be; Rejecting politics-administration dichotomy since administrators today are involved in policy formulation and policy implementation at all the stages.
- The major elements of NPA are its concern for the societal problems of the day. Its parameters are relevance, anti-positivism, morals, ethics and values, innovation, client-centered approach, social equity, etc.



3.8 FURTHER READING

1) Basu, Rumki (2004). *Public Administration-Concepts and Theories*. New Delhi: Sterling Publishers Private Limited.
2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). *Public Administration*. New Delhi: S. Chand & Company Ltd.
3) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.
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5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). *Public Administration in Theory and Practice*. Allahabad: Kitab Mahal.

3.9 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: a) Many administrative agencies found difficulties to accomplish their tasks in absence of effective and efficient

administration and there was a need of an effective, efficient administration.

b) After the World War II, the problem of unemployment, poverty and population increased rapidly and it was mainly due to the incapability of administrators and the administrative system.

c) Till the 1960's, Public Administration was considered as the maintainer of status-quo, benefiting the elite class. So, there was an urgent need to meet the needs of the common people.

d) Traditional Public Administration gave importance to ''administration'' rather the ''public'' and their service efficiency. It emphasized on principles, procedures, rather than the values, efficiency and economy.

Ans. to Q. No. 2: The Minnowbrook Conference-I may rightly be credited with the honour of having produced the first coherent grammar of New Public Administration. In fact, the conference was the youth conference and academic get together which gave rise to what has come to be known as ''New Public Administration''. It was the first conference held under the patronage of Dwight Waldo which had sought to give a new image to public administration as a subject actively concerned with the problems of the society and full of reformist intentions.

Thus, the conference was helpful in bringing about a new phase in public administration characterized by value, relevance, equity and change. Public interest became the central concern of public administration. The conference not only reaffirmed the irrelevance of the traditional techniques of public administration, but also stressed the obligations of public administrators to be concerned with values, ethics and morality in dealing with the challenges of society. It put more emphasis on a normative approach in place of the value-free approaches to the study of public administration.

Ans. to Q. No. 3: a) Relevance: Public Administration as a subject of study has been criticized for not focusing on issues and problems of contemporary social problems. Because of this, the Minnowbrook

conference 1968 laid emphasis on the adoption of policy-oriented public administration. There had been renewed emphasis on being sensitive to the contemporary societal problems. The scholars were of the opinion that public administration cannot be instrumental in vacuum. Instead it should actively engage itself in the problem confronting present society.

b) Values: The NPA as a movement is critical of the neutrality or value-free nature of public administration. It tries to avoid the concept of the value-free social science. Rather NPA strives to bring values back into the realm of public administration. Values need to be incorporated in the policy making process.

c) Social equity: The advocates of NPA asserted that the guiding force for public administration should be the social equity. Obviously, it means that the administrators should work and become agents of socio-economic development of the less privileged groups. The performance of administrators was to be judged not in terms of growth but it had to be sensitive to the aspect of social equity.

d) Change: As opposed to status quo, the NPA emphasizes on change. It includes reorientation of policy issues and decisions affecting citizens. It also incorporates the means of bringing about formal changes in the administrative machinery by introducing new ideas.

Ans. to Q. No. 4: a) Critics say that every phase has its own time and thus NPA had also a time of its genesis and no longer remains as a new concept at present.

b) The Minnowbrook Conference 1968 had been questioned by critics for not coming with constructive solutions regarding the problems of public administration.

Ans. to Q. No. 5: a) The client-centered, normative and socially conscious public administration is of direct relevance for the Third World countries, where public administration is in dire need of de-bureaucratization and basic qualitative transformation. It is said

that NPA makes a shift in focus from positivist behavioural formalistic concerns, towards more basic, socially relevant issues.

b) NPA is not new in content and its ideas are old, but presented in an integrated manner. For instance, several of its ideas like change orientation and client-orientation were earlier brought out by development administration. Organizational development movement of the 1950s called for organizational democracy. Politics-administration dichotomy was rejected by F. M. Mark and Simon. But credit goes to NPA for bringing them all together.



3.10 POSSIBLE QUESTIONS

Q.1: Explain the factors leading to the emergence of New Public Administration.

Q.2: Discuss the major landmarks in the field of New Public Administration.

Q.3: Discuss the characteristics of New Public Administration.

Q.4: Write about the limitations and contribution of New Public Administration.

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UNIT 4: NEW PUBLIC MANAGEMENT

UNIT STRUCTURE

4.1 Learning Objectives

4.2 Introduction

4.3 New Public Management: Meaning and Development

4.4 Importance of New Public Management

4.4.1 Difference between New Public Management and New Public Administration

4.5 Let us Sum up

4.6 Further Reading

4.7 Answers to Check Your Progress

4.8 Possible Questions

4.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the development of the concept of New Public Management.
- explain the different aspects of New Public Management.
- discuss the differences between New Public Management and New Public Administration.

4.2 INTRODUCTION

The concept of New Public Management first emerged in the United Kingdom under the leadership of Prime Minister Margaret Thatcher. In the earlier times, the area of administration was stagnant, slow, corrupted and unsystematic. Thatcher drove changes in public management policy in such areas as organizational methods, civil service, labour relations, expenditure planning, financial management, audit, evaluation, and procurement and tried to bring in certain fresh changes in Public Administration.

4.3 NEW PUBLIC MANAGEMENT: MEANING AND DEVELOPMENT

The concept of New Public Management emerged in the beginning of the 1990s in response to the weaknesses or failures of traditional state bureaucracy, especially in terms of its monopolistic nature, unruly size, managerial incompetence, public inaccessibility, economic lethargy, excessive corruption, and self-serving agenda. The transformation of economies as a result of changing needs of the market and to opt for a better customer oriented approach had raised various concerns about the failure of the 'traditional' state model to implement appropriate policies and deliver effective services. A need for developing an alternative model of administration was being felt and as such, debates and discussions emerged among academicians and public administrators. The discussions mainly centered around making a deliberate conscious choice between the 'old' public administration which relied on bureaucratic efficiency and to choose a new perspective of public administration with a significant management orientation which is labelled as ''New Public Management'' (NPM). Therefore, it can be said that the concept of New Public Management actually represents a paradigm shift from a traditional model of public administration, dominant for most of the 20th century to managerialism or what is popularly known as New Public Management. This new approach manifests a change in the role of government and bureaucracy in society and the relationship between government and the public.

- *Reasons for Emergence of New Public Management:* The years of late 1980s and early 1990s witnessed tremendous changes in the paradigm of Public Administration.

  The various factors behind the emergence of New Public Management are:

  1) Increase in expenditure of the Government that brought to light corruption and inefficiencies in governmental operations.
  2) The influence of neo-liberalism promotes the efficient functioning of markets.

3) Increased impact of New Right Philosophy which considered the markets to play a key role in the creation of economic wealth and employment. Excessive dependence on the state was considered inappropriate and it opted for a lesser role of the state and promoted self-reliance.
4) Public Choice Approach which led to the new paradigm of government to be more conscious of market forces, which meant remodelling the government according to concepts of competition and efficiency.
5) Increased competition nationally and internationally in providing goods and services.
6) Globalization as a result of knowledge revolution and technological revolution.

- *Focus of New Public Management:*

  New Public Management focuses on:

  1) Achievement of three essentials namely, Efficiency, Economy and Effectiveness
  2) It focuses on management to be more participative in nature.
  3) Gives importance to consumer interests, stakeholders' interest, quality of service.
  4) The government should adopt an entrepreneurial role to address increasing competition.
  5) To establish a correlative relationship between the public sector, private sector, NGOs, voluntary organizations, civil society, etc.



CHECK YOUR PROGRESS

Q.1: When did the concept of New Public Management develop?

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Q.2: Mention any two factors behind the emergence of New Public Management.

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Q.3: Write a short note on the development of New Public Management. (within 50 words).

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Q.4: Mention the three Essentials of New Public Management?

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4.4 IMPORTANCE OF NEW PUBLIC MANAGEMENT

The development of New Public Management as a new paradigm in the discipline of administration brought about considerable changes in the administrative systems of the developed as well as developing countries. The importance of New Public Management could be assessed by way of discussing its sailent features.

The following are the basic featurs of New Public Management:

1) Reorienting the role of the Government– New Public Management seeks to readjust the role of the government towards providing goods and services by giving the state only the responsibility of primarily regulating the market rather than service delivery. Governments should facilitate and guide rather than be the direct provider of goods and services.

2) Client Oriented Administration– The public organizations should be more client oriented rather than procedure oriented. Public administration has to be result-oriented rather than procedure-oriented to avoid lethargy.
3) Culture of Decentralization– A culture of Decentralization and managerial autonomy was advocated by New Public Management to make sure that decisions are made closer to the people. This will make it more effective.
4) Flexibility– Administration has to be flexible to make it suitable for the changing conditions because the earlier form of administration was very rigid.
5) Performance Improvement– The management concepts need to be performed efficiently and effectively with utilization of both human and physical resources. Further, the management should also take steps to innovate and to improve performance incorporating tenets of both private and public administration.
6) Competition for the benefit of the state– Wherever possible, the government should try to induce competition in the delivery of goods and services, not only among the private firms but also the public sector agencies should compete with each other so that the employees and management have motivation to improve their services.
7) Accountability of the public managers– Accountability of the administration should be increased through greater participation of the public to ensure a transparent administration. Regular reporting, monitoring and audit systems will also help in ensuring accountability.
8) Decentralized Administration– Large scale organizations should be re-organized into smaller ones with clear autonomy and result orientation.
9) Perfomance Enhancement– Performance standards should be set up against which the performance of public sector organizations could be measured and timely corrective action could be taken.

New Public Management is often mistakenly compared to New Public Administration. The main thrust of the New Public Administration movement was to bring academic public administration closer to the society by offering solutions to meet contemporary challenges. By contrast, the emphasis of

the New Public Management movement was firmly managerial in the sense that it stressed the difference that management could and should make improve the quality and efficiency of public services. The following are the differences between the two concepts:

4.4.1 Difference between New Public Management and New Public Administration

NEW PUBLIC ADMINISTRATION	NEW PUBLIC MANAGEMENT
i) Emphasis on process of accountability by way of determining policy, procedures, goals and objectives.	i) Emphasizes role of results accountability by carrying out the policy, procedures, goals and objectives.
ii) Anonymity for actions is always ensured.	ii) Personal accountability is fixed for actions of the agencies.
iii) Dictated by political leadership for macro and micro aspects.	iii) Political leadership is concerned only with macro policies and goals.
iv) Focus is on organized structure and processes.	iv) Focus is on performance orientation.
v) Focus is on public bureaucracy only.	v) Explores problems from many different disciplinary perspectives.
vi) Bureaucratic management practices.	vi) Professional management practices.
vii) Aggregation into a single central department.	vii) Disaggregation of units in the public sector.
viii) Focus is on administration with attitude of superiority, hierarchy, control etc.	viii) Focus on management with participative nature from both sides Outward looking organizations.
ix) Inward looking organizations Irrational resource use.	ix) Greater discipline and generosity in resource use.



CHECK YOUR PROGRESS

Q.5: New Public Management is performance oriented. (True/False)

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Q.6: Governments should ..... i.e. facilitate and guide rather than ..... i.e. direct provider of goods and services. (Fill in the Blank)

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Q.7: Write any two features of New Public Management.

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4.5 LET US SUM UP

- The concept of New Public Management first emerged in the United Kingdom under the leadership of Prime Minister Margaret Thatcher.
- The concept of New Public Management emerged in the beginning of the 1990s in response to the weaknesses or failures of traditional state bureaucracy, especially in terms of its monopolistic nature, unruly size, managerial incompetence, public inaccessibility, economic lethargy, excessive corruption, and self-serving agenda.
- The concept of New Public Management actually represents a paradigm shift from a traditional model of public administration, dominant for most of the 20th century to managerialism or what is popularly known as the New Public Management.
- Several factors have contributed to emergence of New Public Management such as - Increase in expenditure of the Government that brought to light corruption and inefficiencies in governmental operations; The influence of neo-liberalism promotes the efficient functioning of markets; Increased impact of New Right Philosophy which considered

the markets to play a key role in the creation of economic wealth and employment; Public Choice Approach which led to the new paradigm of government to be more conscious of market forces, which meant remodelling the government according to concepts of competition and efficiency; Increased competition nationally and internationally in providing goods and services and Globalization as a result of knowledge revolution and technological revolution.

- New Public Management focuses on- Achievement of three essentials namely, Efficiency, Economy and Effectiveness; It focuses on management to be more participative in nature; Gives importance to consumer interests, stakeholders' interest, quality of service; The government should adopt an entrepreneurial role to address increasing competition; To establish a correlative relationship between the public sector, private sector, NGOs, voluntary organizations, civil society, etc.



4.6 FURTHER READING

1) Bhattacharya, Mohit (1999). *Restructuring Public Administration* (Essays in Rehabilitation), New Delhi: Jawahar Publishers.
2) Bhattacharya, Mohit (2001). *New Horizons of Public Administration*. New Delhi: Jawahar Publishers.
3) Christopher, Hood and Michael Jackson (1991). *Administrative Argument*. Dartmouth: Aldershot.
4) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.

4.7 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: The concept of New Public Management emerged in the beginning of the 1990s in response to the weaknesses or failures of traditional state bureaucracy, especially in terms of its monopolistic

nature, unruly size, managerial incompetence, public inaccessibility, economic lethargy, excessive corruption, and self-serving agenda.

Ans. to Q. No. 2: a) Increase in expenditure of the Government that brought to light corruption and inefficiencies in governmental operations.

b) The influence of neo-liberalism promotes the efficient functioning of markets.

Ans. to Q. No. 3: The concept of New Public Management emerged in the beginning of the 1990s in response to the weaknesses or failures of traditional state bureaucracy, especially in terms of its monopolistic nature, unruly size, managerial incompetence, public inaccessibility, economic lethargy, excessive corruption, and self-serving agenda. The transformation of economies as a result of changing needs of the market and to opt for a better customer oriented had raised various concerns about the failure of the 'traditional' state model to implement appropriate policies and deliver effective services. A need for developing an alternative model of administration was being felt and as such, debates and discussions emerged between academicians and political administrators and thus a new form of administration developed.

Ans. to Q. No. 4: Efficiency, Economy and Effectiveness

Ans. to Q. No. 5: True

Ans. to Q. No. 6: steer , row

Ans. to Q. No. 7: a) Reorienting the role of the Government– New Public Management seeks to readjust the role of the government towards providing goods and services by giving the state only the responsibility of primarily regulating the market rather than service delivery. Governments should facilitate and guide rather than be the direct provider of goods and services.

b) Client Oriented Administration– The public organizations should be more client oriented rather than procedure oriented. Public administration has to be result-oriented rather than procedure-oriented to avoid lethargy.



4.8 POSSIBLE QUESTIONS

Q.1: Who first put forward the concept of New Public Management?

Q.2: In which year did New Public Management develop?

Q.3: Write a brief note on the development of New Public Administration

Q.4: Write short notes on (a) Decentralization (b) Accountability

Q.5: Discuss the differences between New Public Administration and New Public Management.

Q.6: Discuss the features of New Public Management.

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UNIT 5: DEVELOPMENT ADMINISTRATION

UNIT STRUCTURE

5.1 Learning Objectives

5.2 Introduction

5.3 Meaning and Origin of Development Administration

5.4 Salient Features of Development Administration

5.4.1 Role of Bureaucracy in Development Administration

5.5 Difference between Traditional Public Administration and Development Administration

5.6 Let us Sum up

5.7 Further Reading

5.8 Answers to Check Your Progress

5.9 Model Questions

5.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the development of the concept of Development Administration
- explain the different aspects of Development Administration
- discuss the differences between New Public Management and traditional Public Administration.

5.2 INTRODUCTION

In the recent past, the governments in most of the developed and developing nations have shifted their focus on the topic of development by means of planned change and people's participation. This change was a result of the fact that traditional administration was found to be limited in its scope and premises. Therefore, along with the shift of focus of administration from traditional law and order administration to developmental objectives, the researchers and practitioners of Public Administration have been required to conceptualise the developmental situation and to bridge the gaps in administrative theory. As such, the concept of Development Administration

developed. Development Administration is about projects, programmes, policies and ideas, which are focused at developing a nation, with the point of view of socio-economic and socio-political development of the society in general along with the cooperation of talented and skilled bureaucrats.

5.3 MEANING AND ORIGIN OF DEVELOPMENT ADMINISTRATION

Development Administration is a 20th century concept. The concept of Development Administration is a development of the post 1945 era. The term ''Development Administration'' came into use in the 1950s to represent those aspects of public administration and those changes in public administration, which are needed to carry out policies, projects, and programs to improve social and economic conditions. It was an attempt to make public administration more goal oriented and democratically driven. The concept of Development Adminsiatrion was first explained by Edward Weidner. However, the term "Development Adminstration" was first used by the Indian civil servant U. L. Goswami in 1955 in his article ''The Structure of Development Administration in India''. The concept is largely focussed to evolve developmental programmes and policies suitable for developing and developed countries. Development of administration means certain cultural changes in the paradigm of administration to make it more efficient and effective. For that purpose, it has to aim at enlargement of administrative capabilities to ensure structural and behavioural changes. It is this aspect of administration that is called administrative development or development of administration. In simple terms, it means development of administrative system in a way that it is able to achieve the goals of national development and national welfare more effectively in countries of the developing world.

The purpose of this concept is to bring about fundamental changes in administration that leads to:

1) Political Development,
2) Economic Growth,
3) Social Change.

Development economist Kempe Ronald Hope in his article, ''The Dynamics of Development'' has pointed out three reasons for the

development of ‘‘Development Administration’’ as a new discipline as well as an approach.

They are:

a) Role of CAG (The Comparative Administration Group; between 1962-71) headed by F. W. Riggs and supported by The Ford Foundation of America. The group conducted extensive studies and published several papers supporting the third world countries in their process of development.

b) The prescriptive nature of Development Administration suggested easy ways to overcome administrative problems in the way of operationalizing administrative doctrines.

c) As an approach the new tendency of development administration demanded ‘‘administered social change’’.

Professor John Montgomery defined Development Administration as, ‘‘Carrying planned change in the economy or capital infrastructure and to a lesser extent in the social services especially, health and education’’.

The following **factors** are responsible for the emergence of the concept of Development Administration:

1) Emergence of newly independent developing countries: Development administration as a movement was a response to the emergence of the ‘‘newly independent states’’ in Asia and Africa, and they were trying to address the problems of poverty, unemployment, illiteracy, malnutrition etc. The governments in these countries were entrusted with an agency role of welfare and development.

2) Development schemes in the developing countries: Most developing countries have realised that national development is essentially an integrated process of change and is directed towards transforming the entire society, integrating its economic, social, political and administrative aspects, for an all-round, balanced development.

3) Establishment of Comparative Administration Group: D. Waldo, Fred Riggs, Weidner in the year 1968 attempted to define Public Administration in the Minnowbrook Conference. They focussed on the concept of development administration, in different ecological

settings in order to achieve a set of social goals. The CAG attempted to make a comparative study of Public Administration in the developed nations as well as developing nations of the world. Hereafter, public administration came to be treated as a tool for ensuring development in developing and underdeveloped nations.

4) Administration as a means of social transformation: Development administration is not simply just the application of administrative theories for the improvement of administrative machinery alone. It is a genuine method for social transformation as well. It follows an evolutionary process though which transformation of society is made possible. Development Administration is characterised by innovation and dynamism at all levels of planning so as to establish a new social order based on the effective use of human and material resources.



CHECK YOUR PROGRESS

Q.1: When did the concept of Development Administration develop?

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Q.2: The ..... was headed by F. W. Riggs. (Fill in the Blank)

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Q.3: Write a short note on the development of Development Administration. (within 50 words).

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5.4 SALIENT FEATURES OF DEVELOPMENT ADMINISTRATION

The essence of Development Administration is to bring about change and facilitate people and work for the betterment of the society through integrated, organised and properly directed governmental action.

The following are the features of Development Administration:

- **Change-Oriented:** Development Administration is a change-oriented administration. Traditional administration was oriented towards the maintenance of stability and status quo. Thus, a development administrative system would be dynamic and not 'static'. The change is actually a strategy for increasing the coping ability of an administrative system in relation to its external environment. Development administration aims at establishing a new social order in which growth and distributive justice prevails side by side. Accordingly, development administration involves bringing about structural reorganization of administration, launching innovative programmes to remove unemployment, increasing industrial and agricultural productivity, eradication of poverty, etc.
- **Goal-Orientated:** Development administration is ''goal-oriented'' administration. It is the means through which the goals of development like social justice, modernisation, industrialisation and economic growth can be achieved. As developing countries are facing a host of socio-economic problems, the administration has to set definite priorities and goals and aim at achieving the same within stipulated targets. Development administration is the means through which the goals of development are achieved. These goals include equity, social justice, modernisation, equitable distribution of income and wealth, increasing industrial and agricultural growth, generation of employment, etc.
- **Progressive Administration:** Development administration focuses on progressive thought and action. It is interested in identifying and applying new and innovative structures, methods, procedures, techniques, policies, planning projects and programmes so that the objectives and goals of development are achieved with minimum possible resources and time. The Government of India has undertaken a host of schemes like IRDP (Integrated Rural Development Programme), TRYSEM (Training Rural Youth for Self Employment), NREP (National Rural Employment Programme), DWACRA (Development of Women and Children in Rural Areas), Tribal Development Programmes, with a view

to ensuring the development of socially and educationally backward sections, equipping the youth with proper skills, etc.

- **Client-Oriented Administration:** Development being a process of social and economic change, client satisfaction in the task of administration is vital. The public servants must be able to fulfil the needs of the people by effectively implementing the various schemes and programmes aimed at the socio-economic uplift of the various target groups. The main concern of the public servants must be to ensure that the beneficiaries of the various governmental schemes and programmes are served in an effective manner.
- **Effective Co-ordination:** Development administration is characterised by a high degree of coordination or integration. In a development administrative situation, coordination is required to be affected at various levels, among different organisations and units among various positions and functionaries and among the resources available for the achievement of goals. This is necessary for avoiding wastage in terms of money and time and duplication of functions . Coordination is also necessary for the administration to focus on more relevant areas calling for developmental interventions.
- **Ecological Perspective:** Development Administration is related to the environment and involves close interaction between the administration and environment. The changes in administration affects its environment and changes in environment also has its bearing on administration. Accordingly, administration has to have the coping capacity to adapt to changes and be responsive and flexible.
- **Development at the Grass Roots:** Development Administration aims at securing development at the grassroots. Development Administration believes in a bottom up approach.
- **Development as a Collective Goal:** Development Administration looks upon development as a joint responsibility and therefore stresses on unity rather than dichotomy between politics and administration.

5.4.1 Role of Bureaucracy in Development Administration

In any modern state, the civil servants play an important role. The main responsibility of the civil servants is to implement the policies which are formulated by the political executive or the ministers. The civil servants are not directly responsible for formulating policies. But they help the ministers with various kinds of information and knowledge. The civil servants may also be called the advisors to the ministers. In the context of development administration, the civil servants are expected to advise the political executive appropriately in the matter of policy formulation as the bureaucracy possesses the required expertise and wisdom in the field of administration.

In many cases, the civil servants are the brains behind the various developmental programmes. The goals of development administration can not be reached without the participation and co-operation of the civil servants. They constitute so important a part of the administration that the very success and failure of the Government depend upon them.

The role of the civil servants is also important in the day-to-day administration of the country. They work among the people and people also look to them for guidance and assistance. People approach them for the solution of their problems because they hold the responsibility of running the administration.

The socio-economic development of the country is dependent to a great extent upon the performance of the civil servants. They are responsible for the successful implementation of the plans and programmes which are aimed at achieving social and economic development. They need to be action-oriented.

5.5 DIFFERENCE BETWEEN DEVELOPMENT ADMINISTRATION AND TRADITIONAL PUBLIC ADMINISTRATION

Many scholars in the field of development administration like George Gant, Ferrel Heady and others have sought to conceptualise development administration as different from traditional administration. They explain that these two types of administration differ from each other in terms of purpose, structure and organisation, attitudes and behaviour, capabilities, techniques and methods.

We can sum up the differences between development administration and traditional public administration as follows:

Development Administration	Traditional Public Administration
It is change - oriented	It is status -quo oriented
It is goal and result oriented	Emphasis on economy and efficiency
Flexible and dynamic	Hierarchal and rigid
Its objectives are complex and multiple	Simple and limited objectives
Concerned with new tasks	Concerned with routine operations
Believes in decentralization	Believes in centralisation
Stress on planning	Does not relay much on planning
Creative and innovative	Resists any sort of organisational change
Stress on participation of people	Organisational stress due to control and command structure



CHECK YOUR PROGRESS

Q.4: Development Administration believes in status quo (True/False)

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Q.5: Mention any two scholars of Development Administration.

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Q.6: Explain the statement a ‘‘Development administrative system would be dynamic and not static’’. (within 50 words).

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5.6 LET US SUM UP

- Development Administration is basically about projects, programs, policies and ideas which are focused at developing a nation, with the point of view of socio-economic and socio-political development of the society in general along with the cooperation of talented and skilled bureaucrats.
- Development Administration is a 20th century concept. It was an attempt to make public administration more goal oriented and democratically driven. The concept is largely focussed to evolve developmental programmes and policies suitable for developing and developed countries.
- It aims at enlargement of administrative capabilities to ensure structural and behavioural changes and bring about a change in the administrative system.
- The essence of Development Administration is to bring about change and facilitate people and work for the betterment of the society through integrated, organised and properly directed governmental action.



5.7 FURTHER READING

1) Arora, Ramesh K. (1985). *Comparative Public Administration*. New Delhi: Associated Publishing House.

2) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.

5.8 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: 20th century

Ans. to Q. No. 2: Minnowbrook Conference

Ans. to Q. No. 3: The concept of Development Administration is a development of the post 1945 era. The term ‘‘development administration’’ came into use in the 1950s to represent those aspects of public administration and those changes in public administration, which are needed to carry out policies, projects, and programs to improve social and economic conditions.

Ans. to Q. No. 4: False

Ans. to Q. No. 5: George Gant, Ferrel Heady

Ans. to Q. No. 6: Development administration is change-oriented. As Traditional administration was oriented towards the maintenance of stability and status quo, development administration is intended to achieve specific results within the specified time. Development Administration is a change-oriented administration. Traditional administration was oriented towards the maintenance of stability and status quo. Thus, a development administrative system would be dynamic and not ‘static’. The change is actually a strategy for increasing the coping ability of an administrative system in relation to its external environment. Development administration aims at establishing a new social order in which growth and distributive justice prevails side by side. Accordingly, development administration

involves bringing about structural reorganization of administration, launching innovative programmes to remove unemployment, increasing industrial and agricultural productivity, eradication of poverty, etc.

Development administration is ‘‘goal-oriented’’ administration. It is the means through which the goals of development like social justice, modernisation, industrialisation and economic growth can be achieved. Development administration is characterised by a high degree of coordination or integration. In a development administrative situation, coordination is required to be affected at various levels, among different organisations and units among various positions and functionaries and among the resources available for the achievement of goals. Development Administration is related to the environment and involves close interaction between the administration and environment. Development Administration aims at securing development at the grassroots. Development Administration looks upon development as a joint responsibility and therefore stresses on unity rather than dichotomy between politics and administration.



5.9 POSSIBLE QUESTIONS

Q.1: Mention any two features of development administration.

Q.2: Mention any two reasons for the origin of development administration

Q.3: Explain the meaning of development administration.

Q.4: Write short notes on: (a) Client Oriented Administration (b) Ecological perspective of development Administration

Q.5: Discuss the concept and attributes of development administration.

Q.6: Describe the nature of development administration.

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UNIT 6: ORGANIZATION

UNIT STRUCTURE

6.1 Learning Objectives

6.2 Introduction

6.3 Types of Organization

- 6.3.1 Formal Organization
- 6.3.2 Informal Organization
- 6.3.3 Differences between Formal and Informal Organizations

6.4 Approaches to the Study of Organizations

6.5 Principles of Organization

- 6.5.1 Principle of Hierarchy or Scaler Principle
- 6.5.2 Span of Control
- 6.5.3 Coordination
- 6.5.4 Supervision
- 6.5.6 Unity of Command

6.6 Let us Sum up

6.7 Further Reading

6.8 Answers to Check Your Progress

6.9 Possible Questions

6.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the meaning of organization
- explain the different types of organization
- discuss the various approaches to the study of organization
- describe the principles of organization.

6.2 INTRODUCTION

The word ‘‘organization’’ means to organize, to frame and put into working order. It refers to a plan of action so as to ensure fulfillment of purpose, which needs to be realized collectively. According to Gaus,

''organization is the relation of efforts and capacities of individuals and groups engaged upon a common task in such a way as to secure the desired objectives with the last friction and the most satisfaction for whom the task is done and those engaged in the enterprise''. Gladden defines organization as ''the pattern of relationships between persons in an enterprise, so contrived as to fulfill the enterpriser functions''.

From the above definitions of organizations, it can be stated that organization embraces structures as well as human beings who run such structures in order to realize the perceived objectives.

The different meanings of organizations could be presented as follows:

a) The act of designing the administrative structure.
b) Both designing and building the structure.
c) The structure itself.

- **Functions of Organization:** One of the most important aspects of organization is to enlarge the resources and opportunities of those for whom an organization is established. The idea of change is very much associated with it, for without changes an organization cannot function effectively. The following are the functions of organization:
  a) Division of work
  b) Formulating standard practices
  c) Transmitting decision by setting up a communication system
  d) Imparting training.



CHECK YOUR PROGRESS

Q.1: Write the meaning of organization.

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6.3 TYPES OF ORGANIZATION

There exists two types of organizations, namely, Formal Organization and Informal Organization.

6.3.1 Formal Organization

An organization which has a fixed set of rules and regulations with well defined structures and procedures are called formal organization, the policies and objectives are pre-determined. There is also strict observance of the principle of co-ordination with hierarchical division of work. Again in such a type of organization messages are communicated through scalar chain characteristics of formal organization.

- In formal organizations, the work is allotted to each and every individual associated with it. It is expected that each one performs their allotted tasks so as to attain the goals of organization.
- In formal organizations, these is co-ordination of the various activities meant to be performed so as to ensure effective functioning of the organization.
- The responsibilities of the members in the formal organization are very well defined each of them have a definite place in the organization based on the principle of hierarchy and division of work.
- Formal organization ensures group cohesiveness.

6.3.2 Informal Organization

Informal organizations mean a system of organization which does not have any formal setup. It is the aggregate of personal contacts and interactions and relationships are built among people. The interlocking social structure which govern the working of the people together through a system of norms, personal and professional connections is how we define informal organization.it is an organization within the formal organization working with it.

- **Functions of informal organization:** The following are the functions of informal organization:
  a) Perpetuating social and cultural values: Informal organization perpetuates social and cultural values that the group holds to. There are certain common values among the group members that are informal. Day to day interactions reinforce these and helps in preserving group unity and integrity
  b) Providing social status and satisfaction: Informalism in organization contributes to personal esteem, sense of being worthy and feeling of satisfaction among the members , as they get an opportunity to work freely, not confining themselves within formal structures.
  c) Promoting communication among members: The informal group builds up a system of communication so as to keep its members informed about the actions of the management.
  d) Providing social control: By way of influencing and regulating the behavior of the group informal organization provides social control.
- **Characteristics of informal organization:** The following are the characteristics of informal organization:
  1) Informal organization is dynamic and responsive and it evolves constantly.
  2) It is grass root oriented
  3) Trust and reciprocity are the cardinal values.
  4) It believes that the decision making in an organization is a collective process.
  5) Its structure is usually fluid and rather flat.

6.3.3 Differences between Formal and Informal Organizations

The following are the differences between formal and informal organisation:

a) An organization where the role of each member is clearly defined, and accountability is fixed is a formal organization.
   Informal organization on the other hand is formed within formal organization, which is based on interpersonal relationship.

b) Formal organization tries to fulfill the aims and objectives of the organization.
   Informal organization aims at satisfying the social and psychological needs.

c) Formal organization is stable.
   Informal organization is not stable.

d) In formal organization, the set up is controlled by rules and regulations.
   Whereas in informal organization, norms, values and belief serve as control mechanisms.

e) In formal organization, the focus is on work performance.
   In informal organization, the focus is on interpersonal relationship.

f) In formal organization, members are based on a hierarchical structure.
   Whereas in informal organization, members are based on interpersonal relationships.

However though formal and informal organization are different from one another, it cannot be denied that both these two types of organization are inter-related and they support each other. No organization can fully be understood without the other. While formal organization regulates the working and behaviour of its members by rules and regulations, informalism enables one to understand the nature of the worker, the actual person with all his of her inherent qualities and vices.



CHECK YOUR PROGRESS

Q.2: Mention any two functions of informal organizations.

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Q.3: Mention any two differences between formal and informal organizations.

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6.4 APPROACHES TO THE STUDY OF ORGANIZATION

There are six important approaches to the study of organization, namely–

a) Philosophical Approach
b) Institutional and Structural
c) Historical Approach
d) Legal Approach
e) Scientific Approach
f) Structural Approach
g) Behavioural Approach

a) **The Philosophical Approach:** One of the oldest approaches to the study of public administration is the philosophical approach. This approach found reference in the work of John Locke's ''Treatise on Civil government", Plato's "Republic" and Thomas Hobbes' "Leviathan".

The goal of this approach is to find out and enunciate the principles or ideals underlying the administrative activities of the government. This approach takes within its purview all aspects of administrative activities.

b) **Institutional and structural Approach:** This Approach associates itself with the institutions and organization of administration. This approach emphasizes upon making a detailed study of the structures, functions, rules and regulations of the organization.

c) **Institutional and structural approach:** This approach associates itself with the institutions and organizations, of administration. This approach emphasizes upon making a detailed study of the structures, functions, rules and regulations of the organization.

This approach was developed by Malinowski and Radciliff Brown. According to them, a society has a structure and function, functions being represented by norms, customs, traditions. All these functions need to work together for the functioning of the society.

d) **Historical approach:** The study of public administration cannot be complete without understanding the evolution and progress of civilization.

The historical approach to public administration focusses on the administrative systems, processes and policies practised in the past and thereby relating the past in the context of the present. This approach helps the administrator to revisit the past and come to certain conclusions and theories in the context of the present. This approach is important because society keeps on changing over time and ages and along with time. The means and processes of delivery of public service also need to be changed. The study of the past, provides crucial information as to why some methods, policies and systems are adopted.

e) **Legal approach:** The legal approach focuses upon the legal structure and organization of public bodies. This approach relates itself with rules, regulations, codes of conduct, official duties, powers and limitations of authority etc. The approach also throws light on the legal framework of public administration.

f) **Behavioral approach:** This approach analyses public administration from the micro-level perspective of individual behavior and attitudes by way of drawing insights from psychology. This approach owes its origin to the human relations movement pioneered by Herbert Simon. The approach considered the fact that the social, psychological, political and economic environment have an effect on the work output of the individual, and that every public administrator should act taking into consideration these perspectives. It showed that the way administration is conducted and is influenced by human sentiments, presumptions and perceptions. The behavioural approach has contributed to the study of public administration in many ways. For example, scholars started studying cross structural and cross cultural administrative behaviours, which further paved the way for comparative study of public administration.



CHECK YOUR PROGRESS

Q.4: Mention the six approaches to the study of organization.

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Q.5: Write about the Philosophical Approach.

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6.5 PRINCIPLES OF ORGANIZATION

The are several principles of organization. According to L. D. White, principles of organization, ‘‘suggest only working rules of conduct, whose wide experience seems to have validated’’.

The credit for suggesting the principles of administration, for the first time goes to W. F. Willoughby. After him, several other scholars put forward their views on the principles of organization

The following are the major principles of organization:

6.5.1 Principle of Hierarchy or Scalar Principle

This principle is considered as an universally recognized principle of organization. Hierarchy means the rule or control of the higher over the lower. It is a pyramidical set of parts where the higher parts control the lower parts. It is a concept of arranging various units of organization which are grouped into several levels in the form of a pyramid. In a hierarchical organization, the chief executive is the absolute authority

James Mooney and his colleague Reilley conceptualized hierarchy as the scalar process meaning a series of graded steps, where gradation is done not according to functions but according to the degree of authority and corresponding responsibility.

- **Features of hierarchy:**
  1) Administrative functions are divided into groups and subgroups.
  2) Units are arranged in pyramidical form.
  3) Delegated authority at various levels
  4) Commands and communications come through proper channel.
  5) Combination of authority and responsibility.

6.5.2 Span of Control

Span of control refers to the issue of the number of subordinates that a superior officer can effectively command and control. In the words of Dimock, ‘‘it consist of the number and range

of direct, habitual communication contacts between the chief executive of an enterprise and his principal fellow officers''. Infact, span of control is applied to the work of supervision and control of subordinates. The system involves a number of steps one above the other, where every higher level controls the lower level.

It may be mentioned here that the exact limit of the span of control is yet to be fixed.

- **Determinants of span of control:** There are three factors which act as determinants of span of control. They are as follows:
  a) Nature of functions: it refers to the type of work to be supervised. When the work is routine, repetitive and homogenous, the span of control is more.
  b) Time: it refers to the age of the organization concerned. If an organization is an established one, control and supervision is more.
  c) Space: it refers to the physical distance or nearness between the officials and the subordinates. If the people to the supervised are all working under the same roof then the span of control increases.

Besides the above mentioned determinants, the individual capacity of the supervisor is a most important determinant of span of control.

6.5.3 Co-ordination

Another principle of organization is co-ordination. By co-ordination, it means the process of securing orderly and harmonious relations among all parts of an organisation towards a common goal. According to Pfiffner, ''co-ordination is a technique for drawing together a number conflicting skills and interests and leading them towards a common and. It is the centripetal force in administration''. Thus, co-ordination means making arrangements in such a way that all parts of an organization may be pulled together towards specifically defined goals.

6.5.4 Supervision

By supervision is meant guiding and directing efforts of employees and other resources to accomplish stated work outputs. Supervision denotes the power of the superior of supervising the work of others as well as guiding them.

The principle of supervision can be used in two senses:

Negative: meaning directing, investigating and supervising the personnel in the organization.

Positive: meaning guiding and advising the subordinates engaged in the objective of achieving the required targets.

Supervision is a two-way process: in the sense that it is a guiding process on one hand, and on the other it is a process of superintending the work of others.

6.5.5 Unity of Command

Unity of Command is another principle of organization which states that an employee should receive orders only from one superior. In other words, it means that every employee should be under a single command. The chief advocate of this principle is Henry Fayol. To quote Fayol's definition ‘‘unity of command means that in an organization, one person should be subordinate to only one superior, and that he should receive orders only from that superior. Only in such a case there can be no confusion in orders’’.

It implies that in every organization, the line of authority should be specific. Everyone in an organization should know its superior from whom commands will flow and orders will be issued. The principle ensures that there is only one superior, where all administrative authority flows from one head. This principle is opposed to plurality of commands which leads to confusion.



CHECK YOUR PROGRESS

Q.6: Write the three factors which act as determinants of span of control.

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Q.7: Explain the meaning of Unity of Command.

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6.6 LET US SUM UP

- Informal organizations mean a system of organization which does not have any formal setup. It is the aggregate of personal contacts and interactions and relationships are built among people. The interlocking social structure which govern the working of the people together through a system of norms, personal and professional connections is how we define informal organization.it is an organization within the formal organization working with it.
- There are some differences between formal and informal organizations such as- organization where the role of each member is clearly defined, and accountability is fixed is a formal organization. Informal organization on the other hand is formed within formal organization, which is based on interpersonal relationship; In formal organization, the set up is

controlled by rules and regulations whereas in informal organization, norms, values and belief serve as control mechanisms.

- However though formal and informal organizations are different from one another, it cannot be denied that both these two types of organization are inter-related and they support each other. No organization can fully be understood without the other. While formal organization regulates the working and behaviour of its members by rules and regulations, informalism enables one to understand the nature of the worker, the actual person with all his of her inherent qualities and vices. Mention any two functions of informal organizations.
- There are six important approaches to the study of organization, namely, Philosophical Approach, Institutional and Structural Approach, Historical Approach, Legal Approach, Scientific Approach, Structural Approach and Behavioural Approach.
- The are several principles of organization. The major principles of organization include Principle of Hierarchy or Scalar Principle; Span of Control; Co-ordination; Supervision and Unity of Command.



6.7 FURTHER READING

1) Basu, Rumki (2004). *Public Administration-Concepts and Theories*. New Delhi: Sterling Publishers Private Limited.
2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). *Public Administration*. New Delhi: S. Chand & Company Ltd.
3) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.
4) Naidu, S. P. (2005). *Public Administarion– Concepts and Theories*. New Delhi: New Age International (P) Ltd.
5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). *Public Administration in Theory and Practice*. Allahabad: Kitab Mahal.

6.8 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: The word organization means to organize, to frame and put into working order. It refers to a plan of action so as to ensure fulfillment of purpose, which needs to be realized collectively. According to Gaus, ‘‘organization is the relation of efforts and capacities of individuals and groups engaged upon a common task in such a way as to secure the desired objectives with the last friction and the most satisfaction for whom the task is done and those engaged in the enterprise’’. Gladden defines organization as ‘‘the pattern of relationships between persons in an enterprise, so contrived as to fulfill the enterpriser functions’’.

Ans. to Q. No. 2: a) Perpetuating social and cultural values: Informal organization perpetuates social and cultural values that the group holds to. There are certain common values among the group members that are informal. Day to day interactions reinforce these and helps in preserving group unity and integrity



b) Providing social status and satisfaction: Informalism in organization contributes to personal esteem, sense of being worthy and feeling of satisfaction among the members , as they get an opportunity to work freely, not confining themselves within formal structures.

Ans. to Q. No. 3: The following are the differences between formal and informal organization:

a) An organization where the role of each member is clearly defined, and accountability is fixed is a formal organization.
Informal organization on the other hand is formed within formal organization, which is based on interpersonal relationship.

b) Formal organization tries to fulfill the aims and objectives of the organization.
Informal organization aims at satisfying the social and psychological needs.

Ans. to Q. No. 4: The six approaches to the study of organization are as follows:

a) Philosophical Approach
b) Institutional and Structural
c) Historical Approach
d) Legal Approach
e) Scientific Approach
f) Structural Approach

Ans. to Q. No. 5: One of the oldest approaches to the study of public administration is the philosophical approach. This approach found reference in the work of John Locke's ''Treatise on Civil government'', Plato's "Republic'' and Thomas Hobbes' "Leviathan''. The goal of this approach is to find out and enunciate the principles or ideals underlying the administrative activities of the government. This approach takes within its purview all aspects of administrative activities.

Ans. to Q. No. 6: Span of control refers to the issue of the number of subordinates that a superior officer can effectively command and control. In the words of Dimock, "it consists of the number and range of direct, habitual communication contacts between the chief executive of an enterprise and his principal fellow officers''. Infact, span of control is applied to the work of supervision and control of subordinates. The system involves a number of steps one above the other, where every higher level controls the lower level.

Ans. to Q. No. 7: Unity of Command is another principle of organization which states that an employee should receive orders only from one superior. In other words, it means that every employee should be under a single command. The chief advocate of this principle is Henry Fayol. It implies that in every organization, the line of authority should be specific. Everyone in an organization should know its superior from whom commands will flow and orders will be issued. The principle ensures that there is only one superior, where all administrative authority flows from one head. This principle is opposed to plurality of commands which leads to confusion.



6.9 POSSIBLE QUESTIONS

Q.1: Define an organization.

Q.2: Explain the two different types of organistaion.

Q.3: Identify the functions of organization

Q.4: Write the meaning of formal organization

Q.5: Write the meaning and functions of informal organization.

Q.6: Write the differences between formal and informal organisations.

Q.7: Explain the historical approach to the study of organization.

Q.8: Explain the institutional and structural approach to the study of organization.

Q.9: Explain the legal approach to the study of organization.

Q.10: Explain the behavioural approach to the study of organization.

Q.11: Explain any two principles of organization.

Q.12: Write about the principle of hierarchy or scalar principle.

Q.13: Write about the principles of coordination and supervision.

Q.14: Explain the meaning of unity of command.

Q.15: Discuss briefly the various principles of organization.

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UNIT 7: STRUCTURE AND FORMS OF ORGANIZATION

UNIT STRUCTURE

7.1 Learning Objectives

7.2 Introduction

7.3 Line Agency

- 7.3.1 Meaning of Line Agency
- 7.3.2 Nature of Line Agency
- 7.3.3 Types of Line Agencies

7.4 Staff Agency

- 7.4.1 Meaning of Staff Agency
- 7.4.2 Nature of Staff Agency
- 7.4.3 Types of Staff Agencies
- 7.4.4 Relation between Line and Staff Agencies
- 7.4.5 Distinction between Line and Staff Agencies

7.5 Chief Executive

- 7.5.1 Meaning of Chief Executive
- 7.5.2 Types of Chief Executive
- 7.5.3 Functions of Chief Executive

7.6 Public Corporations

- 7.6.1 Meaning of Public Corporations
- 7.6.2 Nature of Public Corporation
- 7.6.3 Differences between Government Department and Public Corporation

7.7 Let us Sum up

7.8 Further Reading

7.9 Answers to Check Your Progress

7.10 Possible Questions

7.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the meaning of line agency

- elaborate the nature and types of line agencies
- explain the meaning of staff agencies
- discuss the nature and types of staff agencies
- explain the relation between Line and Staff Agencies including the distinction between the two
- explain the meaning of Chief Executive
- discuss the types and functions of Chief Executive
- explain the meaning of Public Corporations
- explain the nature of Public Corporation
- elaborate the differences between Government Department and Public Corporation.

7.2 INTRODUCTION

In any organization, one could find two types of functions being performed by two distinct types of authorities. These functions are line functions and staff functions performed by line agencies and staff agencies respectively. In this unit, we shall discuss the various dimensions of line and staff agencies. At the same time, the unit shall introduce the learners to two very important concepts in the realm of public administration, namely, the chief executive and public corporation.

7.3 LINE AGENCY

7.3.1 Meaning of Line Agency

Almost every citizen daily comes into contact with departments and agencies which are to provide a particular service or goods to him. All such agencies that are concerned with the execution or fulfillment of primary objectives and functions of the government and deal directly with the people are called Line Agencies. These agencies provide service to the people, regulate their conduct and implement programmes as sanctioned or approved by the legislature. They are concerned with the primary objectives

for which the government exists. From top to bottom, a single line of authority extends from the commissioner and secretary to the third and fourth grade employees in the department. It may be noted that the activities of the line agencies are primary. It means they perform those functions to accomplish the purpose for which they exist. For example, the primary activity of the secretary of the Department of Home Affairs is to maintain peace as well as law and order in the country.

Let us examine some of the definitions of line agency offered by different scholars:

According to L. D. White, "The line agencies are concerned with the provision of services for the people or regulating their conduct in a particular field.''

According to Dimock, "A line agency is the organization for execution.''

In other words, a line agency is organized on the basis of a major function or purpose, and is concerned with the rendering of service to the people or for regulating their conduct in a particular field of activity. In the governmental network of line departments, there is a single line of authority from the top to the bottom, extending from top and going downwards.



ACTIVITY 7.1

Try to find out some line agencies in the field of public administration in India.

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CHECK YOUR PROGRESS

Q.1: Write the meaning of line agency?

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Q.2: Line agency performs those functions to accomplish the purpose for which they exist. (True/false)

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Q.3: Dimock and Dimock said, "A line agency is the organization for ....." (Fill in the blank)

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7.3.2 Nature of Line Agency

We can find out the nature of line agencies with reference to their various features which are discussed below:

- Each line agency carries out a major or primary objective of the organization: The line agencies are those administrative organizations which are established to carry out major primary functions of the administration. For example, the Department of Defence is established to ensure the defence of the nation while the Department of Health is established to provide health care services to the people.
- Line agencies have the authority to issue orders: another fundamental feature of line agency is that these have the power

to issue orders and to make decisions. Each line agency has one chain of command. For example, the police department right from the DGP at the top to a constable at the bottom is directly involved in the maintenance of law and order.

- Responsibilities to execute policies: Line agencies are always responsible for the execution of policies and other programmes sanctioned by the legislature. These are enforced and implemented by the executive authority. The whole policy execution is the responsibility of line agencies.
- Direct contact with the people: Line agencies stay in direct contact with the people and provide them specific services. For example, the Department of Agriculture renders services to the farmers, the Department of Education directly provides educational services to the people.
- Line agencies are directly under the control of the chief executive: Line agencies are directly under the control and supervision of the chief executive. For all their activities, they are responsible to the chief executive and through it, to the legislature.

Thus, in the sphere of public administration , line agencies are those which have the responsibility to implement the approved governmental policies and programmes.



CHECK YOUR PROGRESS

Q.4: Write about any two features of line agency?

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Q.5: Line can directly make contact with the people. (true/false)

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Q.6: Line agency is directly under the control of ..... (fill in the blank)

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7.3.3 Types of Line Agencies

There are four types of line agencies in public administration:

- Government departments
- Public corporations
- Government companies
- Independent Regulatory Commission or special agencies or authorities

Of the above examples of line agencies, the first three are available in almost all the countries of the world. The Independent Regulatory Commission is a special feature of the administrative system of USA. An example of Independent Regulatory Commission is the Interstate Commerce Commission, 1887.



CHECK YOUR PROGRESS

Q.7: How many types of line agencies are there in public administration?

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Q.8: The Independent Regulatory Commission is a special feature of the administrative system of which country?

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Q.9: The Inter-State Commission was set up in the year of 1889. (True/False)

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7.4 STAFF AGENCY

7.4.1 Meaning of Staff Agency

The term ‘‘staff’’ has been borrowed from the military terminology. With the growth of the size and functions of the armies, the field commanders felt the need for specialized services. It led to the formation of the general staff with subsidiary staff agencies under them. With the growth of large corporations particularly in the United States, the need was felt to adopt a system similar to the army staff. The system was first started in the private business management and later on was introduced in the field of government organization. Commonly, staff activities are mainly concerned with advising, planning, budgeting, personnel, public reporting and public relations. Thus, staff includes all those persons who are engaged in acquiring knowledge, providing information, undertaking planning functions and advising on possible courses of action, thereby rendering valuable assistance and support to the line agencies. Luther Gulick has divided the functions of staff agencies into three categories-knowing, thinking and planning.

Let us examine some of the definitions of staff agency put forward by different scholars.

According to Charles Worth, ‘‘A staff officer is one who specializes in research, observation and study. At the same time, the staff officer draws up plans and proposals for approval by the top executive.’’

According to L. D. White, ‘‘A staff agency is an agency advisory to a high-ranking official, but without operating responsibilities.’’

According to F. A. Cleveland, ‘‘The staff agencies help the management to reach certain conclusion.’’



CHECK YOUR PROGRESS

Q.10: Write the meaning of staff?

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Q.11: The term ‘‘staff’’ has been derived from military terminology. (true/false)

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Q.12: Luther Gulick has divided the functions of staff agencies into which three categories?

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7.4.2 Nature of Staff Agency

We can find out the nature of staff agencies with reference to their various features which are discussed below:

- Staff agencies perform secondary functions in the administration: Staff agencies perform some secondary functions. The role of staff agencies is supportive and advisory in nature. Staff is like a stick which helps in walking.
- Staff agencies do not exercise authority and command: Staff agencies do not directly exercise authority and command. They advise the line in making decisions. The line executes the decisions and acts. The staff exercises influence and can advise.

- Staff agencies do not have executive responsibilities: In administration, staff agencies are only to help and assist the chief executive in its work. These are not directly responsible for the performance of the executive. Staff agencies remain and work behind the scenes. They cannot be held responsible for the success or failure of administration.
- Staff agencies do not directly deal with the people: The line agencies directly deal with the people and serve them. The staff agencies provide service to the line agencies. They help, assist and advise the line agencies and remain behind the scenes. The staff agencies do not directly deal with the people.
- Outside the line of command: Staff agencies do not enjoy the power to command and control. They, however, do indirectly influence the exercise of command and control powers by the chief executive.



CHECK YOUR PROGRESS

Q.13: Write any two features of staff agency?

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Q.14: Staff agencies do not enjoy the power to command and control. (True/False)

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Q.15: Staff is like a ..... which can help in walking. (Fill in the Blank)

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7.4.3 Types of Staff Agencies

According To Pfiffner, there are three kinds of staff agencies. These are discussed below:

- General staff: The general staff is there to help the chief executive in the performance of its administrative duties. It advises, collects facts and places before the cabinet important matters for decision.
- Technical staff: The chief executive has also to deal with many technical problems in the administration. The chief executive therefore keeps certain technical staff officers, like engineers, financial experts, etc. who give all sorts of technical advice. The chief executive is assisted by technical experts and their advice is invaluable in the fields of their specialization.
- Auxiliary staff: They are separate agencies created to accomplish the common activities of all government departments. For example, auxiliary staff perform housekeeping functions, which are common to all departments.



CHECK YOUR PROGRESS

Q.16: How many types of staff agencies are there in administration?

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Q.17: Write about Auxiliary staff.

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7.4.4 Relationship between Line and Staff Agencies

Staff units within an organization do not run parallel to or independently of the line hierarchy, but are closely attached to it. Structurally, therefore the organization remains a single and unified

unit. The staff units are its partners attached to the various levels of the line hierarchy as required. Gradations of the staff structure, where they exist, follow the line gradations to which they closely stick.

It is, therefore, clear from the above description that the staff and line are two hands of the organization. For the success of the organization, it is essential that both must work in cooperation and coordination. Sometimes they may clash, but it should not be a regular feature. Staff and Line are complementary features of any organization.

7.4.5 Distinction between Line and Staff Agencies

The distinction between the two kinds of services, line and staff, is a simple one based on the nature of the service performed by the different branches or units of departments or agencies. Line agencies are those which perform the primary function which the organization is supposed to perform, while the staff agencies are those which conduct the managerial or house-keeping services.

The major differences between the Line and Staff agencies can be enumerated as follows:

- Line agencies have the right to command, while the Staff agencies have the right to provide advice and assistance only
- Line agencies directly accomplish the objectives of the organization, while Staff agencies assist the Line to fulfil the objectives.
- Line agencies make operative decisions, while the Staff agencies render ideas for taking decisions.
- The functions provided by the Line are an end itself, while the functions provided by the Staff are means to get that end.
- While the functions of the Line are substantive, the functions provided by the Staff are supportive in nature.
- Line agencies bear final responsibility for results, while the Staff does not take any responsibility for the final work taken by the executive.

- Line agencies remain in direct contact with the people, while the Staff agencies work from behind. Staff agencies do not have any direct contact with the people.



CHECK YOUR PROGRESS

Q.18: Mention any two distinction between line and staff agencies?

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Q.19: Staff and line is complimentary rather than antagonistic feature of any organization. (True/False)

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7.5 CHIEF EXECUTIVE: MEANING AND TYPES

7.5.1 Meaning of Chief Executive

The chief executive is at the head of the administrative system of a country. It occupies a central position in public administration. By chief executive we mean the person or the body of persons as the head of the administration of a country. The administrative system of a country is like a pyramid, broad at the base and ending at a single point in the top. The chief executive is at the top of the executive pyramid. In England, the chief executive is the King or Queen. In India, it is the President who is the chief executive while in USA, it is the President who occupies the position of chief executive. In public administration, the role of the chief executive has been compared to that of the general manager in a corporate undertaking. Nigro writes, ‘‘the key figure in any undertaking, public or private, is the chief executive’’.

7.5.2 Types of Chief Executive

Several types of executive are at work in different countries. The following can be identified as the popular types of chief executive:

- Nominal and Real Executives: The difference between the nominal executive and the real executive is made only in the parliamentary system of government. In it, the Head of the State, the President or Monarch, is the nominal executive and the Council of Ministers headed by the Prime Minister is the real executive. All the powers are legally the powers of the nominal executive but are in practice exercised by the real executive.
- Hereditary and Elected Chief Executives: When the chief executive assumes office by the law of hereditary succession, it is called a hereditary executive. When the executive is directly or indirectly elected by the people for a fixed period or even for life, it is called the elected executive. In Britain, Japan and Malaysia the chief executive is hereditary. In India, the USA, Germany and many other countries the chief executive is an elected chief executive.
- Single and Plural Chief Executives: When the executive powers are in the hands of a single functionary leader, it is called a single executive. In India, Britain, the USA, Australia, France and many other states, there are single executives. In India, all the executive powers are vested in the President. As against this, when the executive powers are vested in a group of persons and are collectively exercised by all the members of the executive, the executive is called the plural executive as in the case of Switzerland where there exists a plural executive.
- Parliamentary and Presidential Chief Executives: When the executive is individually and collectively responsible before the legislature and the legislature can be dissolved by the executive it is called parliamentary executive as in the cases of India, UK, Canada, New Zealand etc. At the same time, when the executive

is not a member of the legislature and does not remain responsible to the legislature and nor can the chief executive dissolve the legislature, it is called presidential executive.



CHECK YOUR PROGRESS

Q.20: Write the meaning of chief executive?

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Q.21: In England, the chief executive is the President. (true/false)

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Q.22: In India, the chief executive is the ..... (Fill in the blank)

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Q.23: How many types of chief executive are there in administration?

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7.5.3 Functions of the Chief Executive

The functions of chief executive may be divided into two parts:

1) Political functions and
2) Administrative functions

- **Political functions:** The chief executive obtains his or her office through the votes of the people. The source of his or her political power is constituted by the people of the state. The authority of

the chief executive also rests upon the people. The people and their elected representatives, who constitute the legislature, have to be respected and won by the chief executive. Thus, the chief executive needs the support of the legislators and the people for successfully carrying out his or her functions. The chief executive has to perform his or her activities keeping in view the public interest and public opinions well as the interest of the nation. He has to act decisively and efficiently. He has to attempt to secure a national consensus on major and delicate issues and problems before the nation. Thus, political management is one of the most important functions of the chief executive.

- **Administrative functions:** Some administrative functions of the chief executive are discussed below:
  - Formulation of administrative policy: the chief executive formulates specific plans which enable the administrative officers to perform their duties in a proper manner. He determines the administrative policy needed for carrying out the governmental policies and plans.
  - To control the finance: it is the duty of the chief executive to prepare the budget and submit it to the legislature for approval. He has to make a full report regarding past operations and present conditions and to make statements regarding provisions made for meeting the revenue and expenditure needs of the government in the future.
  - To supervise and control the administration: it is the duty of the chief executive to supervise and control the whole administration. He has to issue instructions, warn and encourage.
  - Appointment and removal of personnel: These appointments include the appointment of heads of departments and other key officials. It is on his behalf that other appointments are made by his subordinates acting under the powers delegated to them.



CHECK YOUR PROGRESS

Q.24: The functions of chief executive may be divided into which two parts?

.....

7.6 PUBLIC CORPORATION

7.6.1 Meaning of Public Corporation

The government and public corporations are being described as the most innovative form of administrative organization. A public corporation is publically owned enterprise specially created by an Act of the legislature. It is wholly owned by the state and endowed with clearly defined powers and functions, enjoying a considerable amount of financial and administrative autonomy. It is set up basically for a particular business or financial purpose. It was in Great Britain that the Port of London Authority was established in 1908. It may be said to be the first business corporation in that country. In USA, the first corporation was the Panama Railroad Company in 1904. In India, the Damodar Valley Corporation set up in 1948 was the first public corporation. The system of corporation has now become a universal device for managing public enterprises.

Let us examine some of the definitions of line agency offered by different scholars:

According to M. D. Dimock, ‘‘public corporation is a publicly owned enterprise that has been chartered under federal, state or local law for particular business and financial purpose.’’

According to William J. Grange, ‘‘a public corporation is an artificial person which is authorized by law to carry on particular activities and functions.’’

According to H. Morrison, ‘‘public corporation is a combination of public ownership, public accountability and business management for public ends.’’



CHECK YOUR PROGRESS

Q.25: Write the meaning of Public Corporation?

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Q.26: Which was the first public corporation to be set up in India?

.....

Q.27: Panama Railroad company was set up in ..... (Fill in the Blank)

.....

7.6.2 Nature of Public Corporation

The nature of Public Corporation is discussed below:

- It is wholly owned by the state.
- It is almost always created by a special law of the legislature which defines its powers, duties and immunities.
- As a corporate body, it is a separate legal entity enjoying certain rights and discharging certain obligations. It can enter into contracts, can lend and borrow money, can hire employees , can sue and be sued, etc.
- Except for appropriations to provide capital or to cover losses, a public corporation is usually independently financed.
- It is generally exempted from most regulatory and prohibitory laws which are applicable to the expenditure of public funds.

7.6.3 Differences between Government Department and Public Corporation

The following are the differences between a government department and a public corporation:

- The department system is generally applied for the state regulatory activities whereas the corporation system is generally favourable for business enterprises.
- The department is not a corporate body but the corporation is a corporate body and accordingly has its own assets and liabilities.
- The departments are mostly spending organizations but the corporations are expected to produce revenue.
- The department does not enjoy autonomy and flexibility in its functions but the corporation enjoys administrative as well as financial autonomy.



CHECK YOUR PROGRESS

Q.28: Write about the nature of public corporations?

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Q.29: Public corporation is wholly owned by the state. (true/false)

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Q.30: As a corporate body, a public corporation is a separate ..... (fill in the blank)

.....



7.7 LET US SUM UP

- Almost every citizen daily comes into contact with departments and agencies which are to provide a particular service or goods to him. All

such agencies that are concerned with the execution or fulfillment of primary objectives and functions of the government and deal directly with the people are called Line Agencies.

- These agencies provide service to the people, regulate their conduct and implement programmes as sanctioned or approved by the legislature. They are concerned with the primary objects for which the government exists.
- The line agencies are those administrative organizations which are established to carry out major primary functions of the administration. For example, the Department of Defence is established to ensure the defence of the nation while the Department of Health is established to provide health care services to the people.
- There are four types of line agencies in public administration: Government departments, Public corporations, Government companies, Independent Regulatory Commission or special agencies or or authorities.
- The term ‘‘staff’’ has been borrowed from the military terminology. With the growth of the size and functions of the armies, the field commanders felt the need for specialized services. It led to the formation of the general staff with subsidiary staff agencies under them. With the growth of large corporations particularly in the United States, the need was felt to adopt a system similar to the army staff.
- The system was first started in the private business management and later on was introduced in the field of government organization. Commonly, staff activities are mainly concerned with advising, planning, budgeting, personnel, public reporting and public relations. Thus, staff includes all those persons who are engaged in acquiring knowledge, providing information, undertaking planning functions and advising on possible courses of action, thereby rendering valuable assistance and support to the line agencies.
- According To Pfiffner, there are three kinds of staff agencies, namely, General staff, Technical staff and Auxiliary staff.
- Staff units within an organization do not run parallel to or independently of the line hierarchy, but are closely attached to it. Structurally, therefore

the organization remains a single and unified unit. The staff units are its partners attached to the various levels of the line hierarchy as required. Gradations of the staff structure, where they exist, follow the line gradations to which they closely stick.

- It is, therefore, clear from the above description that the staff and line are two hands of the organization. For the success of the organization, it is essential that both must work in cooperation and coordination. Sometimes they may clash, but it should not be a regular feature. Staff and Line are complementary features of any organization.
- Line agencies have the right to command, while the Staff agencies have the right to provide advice and assistance only
- Line agencies remain in direct contact with the people, while the Staff agencies work from behind. Staff agencies do not have any direct contact with the people.
- The chief executive is at the head of the administrative system of a country. It occupies a central position in public administration. By chief executive we mean the person or the body of persons as the head of the administration of a country. The administrative system of a country is like a pyramid, broad at the base and ending at a single point in the top. The chief executive is at the top of the executive pyramid. In England, the chief executive is the King or Queen. In India, it is the President who is the chief executive while in USA, it is the President who occupies the position of chief executive.
- Several types of executive are at work in different countries. The following can be identified as the popular types of chief executive: Nominal and Real Executives, Hereditary and Elected Chief Executives, Single and Plural Chief Executives, Parliamentary and Presidential Chief Executives
- The functions of chief executive may be divided into two parts: 1) Political functions and 2) Administrative functions.
- The government and public corporations are being described as the most innovative form of administrative organization. A public corporation is publically owned enterprise specially created by an Act of the legislature. It is wholly owned by the state and endowed with clearly

defined powers and functions, enjoying a considerable amount of financial and administrative autonomy. It is set up basically for a particular business or financial purpose.

- It was in Great Britain that the Port of London Authority was established in 1908. It may be said to be the first business corporation in that country. In USA, the first corporation was the Panama Railroad Company in 1904. In India, the Damodar Valley Corporation set up in 1948 was the first public corporation. The system of corporation has now become a universal device for managing public enterprises.



7.8 FURTHER READING

1) Agarwal, T. K. (2011). *Public Administration*. Agra: Lakshmi Narayan Agarwal.
2) Avasthi & Maheshwari (2013). *Public Administration*. Agra: Lakshmi Narayan Agarwal.
3) Ghai, K. K. (2007). *Public Administration*. New Delhi: Kalyani Publishers.
4) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.

7.9 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: All such agencies that are concerned with the execution or fulfillment of primary objectives and functions of the government and deal directly with the people are called Line Agencies. These agencies provide service to the people, regulate their conduct and implement programmes as sanctioned or approved by the legislature. They are concern with the primary objects for which the government exists. From top to bottom, a single line of authority extends from the commissioner and secretary to the third and fourth grade employees in the department. It may be noted that the activities of the line agencies are primary. It means they perform those functions

to accomplish the purpose for which they exist. For example, the primary activity of the secretary of the Department of Home Affairs is to maintain peace as well as law and order in the country.

Ans. to Q. No. 2: True

Ans. to Q. No. 3: execution

Ans. to Q. No. 4: a) Direct contact with the people: Line agencies stay in direct contact with the people and provide them specific services. For example, the Department of Agriculture renders services to the farmers, the Department of Education directly provides educational services to the people.

b) Line agencies are directly under the control of the chief executive: Line agencies are directly under the control and supervision of the chief executive. For all their activities, they are responsible to the chief executive and through it, to the legislature.

Ans. to Q. No. 5: True

Ans. to Q. No. 6: Chief Executive

Ans. to Q. No. 7: Four types

Ans. to Q. No. 8: False

Ans. to Q. No. 9: USA

Ans. to Q. No. 10: The term ‘‘staff agency’’ has been borrowed from the military terminology. With the growth of the size and functions of the armies, the field commanders felt the need for specialized services. It led to the formation of the general staff with subsidiary staff agencies under them. With the growth of large corporations particularly in the United States, the need was felt to adopt a system similar to the army staff. The system was first started in the private business management and later on was introduced in the field of government organization. Commonly, staff activities are mainly concerned with advising, planning, budgeting, personnel, public reporting and public relations. Thus, staff includes all those persons who are engaged in acquiring knowledge, providing information, undertaking planning functions and advising on possible courses of action, thereby rendering valuable assistance and support to the

line agencies. Luther Gulick has divided the functions of staff agencies into three categories- knowing, thinking and planning.

Ans. to Q. No. 11: True

Ans. to Q. No. 12: Knowing, thinking and planning.

Ans. to Q. No. 13: a) Staff agencies do not have executive responsibilities: In administration, staff agencies are only to help and assist the chief executive in its work. These are not directly responsible for the performance of the executive. Staff agencies remain and work behind the scenes. They cannot be held responsible for the success or failure of administration.

b) Staff agencies do not directly deal with the people: The line agencies directly deal with the people and serve them. The staff agencies provide service to the line agencies. They help, assist and advise the line agencies and remain behind the scenes. The staff agencies do not directly deal with the people.

Ans. to Q. No. 14: True

Ans. to Q. No. 15: Stick

Ans. to Q. No. 16: Three

Ans. to Q. No. 17: Auxiliary staff are separate agencies created to accomplish the common activities of all government departments. For example, auxiliary staff perform housekeeping functions, which are common to all departments.

Ans. to Q. No. 18: a) Line agencies have the right to command, while the Staff agencies have the right to provide advice and assistance only.

b) Line agencies directly accomplish the objectives of the organization, while Staff agencies assist the Line to fulfil the objectives.

Ans. to Q. No. 19: True

Ans. to Q. No. 20: The chief executive is at the head of the administrative system of a country. It occupies a central position in public administration. By chief executive we mean the person or the body of persons as the head of the administration of a country. The

administrative system of a country is like a pyramid, broad at the base and ending at a single point in the top. The chief executive is at the top of the executive pyramid. In England, the chief executive is the king or queen. In India, it is the President who is the chief executive while in USA, it is the President who occupies the position of chief executive. In public administration, the role of the chief executive has been compared to that of the general manager in a corporate undertaking.

Ans. to Q. No. 21: False

Ans. to Q. No. 22: President

Ans. to Q. No. 23: Four types

Ans. to Q. No. 24: Political and Administrative functions

Ans. to Q. No. 25: A public corporation is a publically owned enterprise specially created by an Act of the legislature. It is wholly owned by the state and endowed with clearly defined powers and functions, enjoying a considerable amount of financial and administrative autonomy. It is set up basically for a particular business or financial purpose.

Ans. to Q. No. 26: Damodar Valley Corporation

Ans. to Q. No. 27: 1904

Ans. to Q. No. 28: a) It is wholly owned by the state.

b) It is almost always created by a special law of the legislature which defines its powers, duties and immunities.

c) As a corporate body, it is a separate legal entity enjoying certain rights and discharging certain obligations. It can enter into contracts, can lend and borrow money, can hire employees , can sue and be sued, etc.

d) Except for appropriations to provide capital or to cover losses, a public corporation is usually independently financed.

e) It is generally exempted from most regulatory and prohibitory laws which are applicable to the expenditure of public funds.

Ans. to Q. No. 29: True

Ans. to Q. No. 30: Legal entity



7.10 POSSIBLE QUESTIONS

Q.1: Write the meaning of general staff and by auxiliary staff?

Q.2: Mention the name of a country where there exists a hereditary chief executive?

Q.3: Write the meaning of line agency? What are the features of line agency?

Q.4: What are the differences between line and staff?

Q.5: Discuss the various features of staff agency.

Q.6: Explain the various functions of the chief executive.

Q.7: Write the meaning of chief executive? Discuss the various types of chief executive of an administration.

Q.8: Write the meaning of public corporation? Discuss the differences between governmental departments and public corporations.

*** ***** ***

Name of the Paper: .....
Course Code: .....

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Learner's Feedback on Course

Dear Learner,

Regarding the course as mentioned above, we would like to know your opinions and comments so as to improve the quality of self learning materials in future. Please respond to the following statements by ticking the number you feel most reflect your opinion. After completion of the additional comments, please detach the page and send/mail the same to us at the address given below.

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1) Approximately how many hours did you spend for studying the units in the course? ☐☐☐

2) Please give your opinions (by ✓ mark) to the following items based on your reading of the block:

Sl. No.	Statements	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
I)	The SLMs of the course fulfil the learning objectives set out in the beginning of each unit					
II)	The units of the SLM could satisfy my academic needs and expectations					
III)	The Unit writers have excellent knowledge about the course contents					
IV)	Language and contents of the units were presented at a level which I could readily understand					
V)	Ample opportunity for participation in the activities provided in the units					
VI)	Used enough Illustrations (Diagrams, tables etc.) for conceptual clarity					
VII)	Quality of content is engaging, relevant, and up-to-date					
VIII)	The self check questions are very helpful					
IX)	The Possible/model questions and the answers to check my progress have benefited me a lot					

Additional Comments: *(Please feel free to provide your open comments)*

1) Which aspects of the SLM, according to you, worked well?

.....

.....

2) What sort of changes/improvements do you feel KKHSOU could implement to improve the overall quality of the SLM?

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Thank you for taking the time to complete this form.