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# **MA POLITICAL SCIENCE**

**MPS 102 - PUBLIC ADMINISTRATION : PRINCIPLES AND APPROACHES**

**w.e.f Academic Session: 2024-25**



**CENTRE FOR DISTANCE AND ONLINE EDUCATION  
UNIVERSITY OF SCIENCE & TECHNOLOGY MEGHALAYA**

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**M.A. POLITICAL SCIENCE**

**MPS 102**

**Public Administration: Principles and Approaches**

**Credit: 04**

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**Centre for Distance and Online Education**

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## About The Course Structure:

This is the second paper for the M.A. in Political Science course (1st semester). As the title implies, it deals with the principles and approaches to study Public Administration. The course is designed and structured with the learners' needs in mind, particularly those who have somehow disconnected from traditional methods of learning but still hold an interest in continuing their education. To make the material learner-friendly, we've incorporated elements that mimic the traditional learning experience with an instructor. These include "sticky notes" on topics like the 'let's rewind' (for each topic), 'let's sum up' (for each chapter), and check your progress (followed by answers) to clarify concepts. Finally, at the end of each chapter, we've added model questions that can also be treated as assignments for the given chapters. Learners encountering any complexities or confusion can refer to the "let's rewind" notes for clarification. Learners are encouraged to consult them to complete their assignments.

## About The Chapters:

### **Chapter 1: Introduction to Public Administration**

Public administration is the study of how governments work and manage public services. It involves understanding the principles, theories, and practices of public organizations. Public administration is essential for effective governance and the delivery of public services. This chapter introduces the field of public administration, defining its core concepts. It explores the evolution of public administration as a distinct field of study and its role in the modern context.

### **Chapter 2: Public Administration as a Social Science**

Public administration is a social science because it studies human behavior and interactions within a government context. It draws on theories from other social sciences like political science, sociology, and economics. Public administration is both a science and a technology, using scientific methods and applying practical knowledge. This chapter examines the interdisciplinary nature of public administration, highlighting its connections to different social

sciences. It explores how these disciplines contribute to understanding the complexities of public administration.

### **Chapter 3: Organization: Principles and Problems**

Organizations are groups of people working together to achieve a common goal. They follow principles like hierarchy, span of control, unity of command, authority and power, responsibility and accountability, delegation and supervision, and line, staff, and auxiliary agencies. Organizations can face technical problems like communication breakdowns, inefficiency, and conflicts. This chapter delves into the organizational structures and management practices within the public sector.

### **Chapter 4: Classical Theories of Public Administration**

Classical theory focuses on the structure and efficiency of organizations. Henry Fayol proposed principles of management like division of labor, authority and responsibility, discipline, unity of command, and centralization. Luther Gullick and Lyndall Urwick developed the POSDCORB model for effective administration. Max Weber's bureaucratic theory emphasized rationality, hierarchy, and rules in organizations. F.W. Taylor's scientific management theory focused on improving efficiency through scientific methods. This chapter explores various classical theoretical perspectives on public administration.

### **Chapter 5: Human Relations Theory**

Human relations theory emphasizes the importance of people and their relationships in organizations. Elton Mayo conducted experiments to understand the impact of social factors on worker productivity. Human relations theory influenced modern public administration by recognizing the importance of employee morale, motivation, and communication. This chapter deals with the theory in detail.

### **Chapter 6: The New Public Administration**

The new public administration emerged in the 1970s as a response to the limitations of classical and human relations theories. It emphasizes citizen participation, accountability, and

responsiveness in public administration. Thinkers like Dwight Waldo and George Frederickson contributed to the new public administration movement. This chapter tries to understand the 'newness' of the new public administration.

### **Chapter 7: Comparative Public Administration**

Comparative public administration studies public administration systems in different countries. It helps identify best practices and learn from the experiences of other nations. Key contributors to comparative public administration include Fred Riggs, Ferrel Heady, and others. This chapter ventures the ideas of these prominent thinkers of public administration.

### **Chapter 8: Development Administration**

Development administration focuses on the role of public administration in promoting economic and social development. It involves addressing challenges like poverty, inequality, and lack of infrastructure. Development administration differs from traditional public administration in its emphasis on change and innovation. This chapter digs out the concept and evolution of development administration and its role in the system while emphasizing on the differences between traditional and development administration.

### **Chapter 9: Administrative Behavior**

Administrative behavior studies how public administrators make decisions and solve problems. Herbert Simon's decision-making theory emphasizes the concept of satisficing (choosing a satisfactory solution rather than an optimal one) and bounded rationality (limited information and cognitive abilities). The chapter focuses on an important aspect of administration which is usually taken for granted.

### **Chapter 10: Governance and Public Policy**

Governance is the process of governing a society. Good governance involves transparency, accountability, participation, and rule of law. Public administration plays a crucial role in public policy formulation, implementation, and evaluation. We will understand in this chapter the

concept and evolution of public policy in detail with an emphasis on how policies can be evaluated.

### **Chapter 11: Accountability and Control in Public Administration**

Accountability is the obligation of public administrators to be responsible for their actions. Types of accountability include political, administrative, and legal. Mechanisms of accountability include legislative oversight, administrative reforms, and transparency. All these concepts have been incorporated in this chapter in detail and simple learner friendly manner.

### **Chapter 12: Public Administration in the Age of Globalization**

Globalization has had a significant impact on public administration. Challenges include competition, interdependence, and cultural diversity. Opportunities include knowledge sharing and collaboration. Public administration reforms and changes in governance practices are necessary to adapt to globalization. How globalization affects and what role it has in an administrative system are being delved by this chapter.

### **Chapter 13: Public Administration and Ethics**

Ethics are moral principles that guide behavior. Ethical issues in public administration include corruption, nepotism, and conflicts of interest. Codes of conduct and ethical guidelines help public administrators maintain integrity. This chapter deals with all these interesting and important aspects of public administration in detail.

### **Chapter 14: Challenges in Modern Public Administration**

Public administrators face challenges like e-governance, administrative reforms, corruption, red tape, and bureaucratic inefficiency. The future of public administration will require innovation, adaptability, and a focus on citizen needs. This chapter attempts to address all these challenges with an insight on possible solution.



# Chapter 1: Introduction to Public Administration

## Chapter Structure:

- 1.0 Introduction
- 1.1 Meaning and Definition of Public Administration
- 1.2 Nature and Scope of Public Administration
- 1.3 Significance of Public Administration in Modern Governance
- 1.4 Public and Private Administration: Differences and Similarities
- 1.5 Evolution of Public Administration: As an Activity and As a Discipline
- 1.6 Let's Sum Up
- 1.7 References and Further Reading
- 1.8 Answers To Check Your Progress
- 1.9 Model Questions/ Assignment
- 1.10 Activity Sheet

## 1.0 Introduction:

Imagine a delicious potluck dinner. Everyone brings a dish, and together they create a fantastic feast. Public administration is like the recipe that keeps the potluck running smoothly. It ensures everyone has a chance to contribute, from planning the menu to setting the table. Studying public administration equips you with the skills to organize these services, not just be a guest. You learn how to manage resources, create programs, and make sure everyone has a seat at the table – building a stronger community together. In this Unit an effort has been made to bring the concept of administration, public administration in particular, closer to you. This understanding will take you through the entire course of Public Administration. In what follows, we will examine the meaning, nature and scope of public administration.

The **objectives** of the chapter are to acquaint the learners with the ability to:

- Know the meaning, definition, nature, scope and significance of Public Administration.
- Understanding the differences and similarities between Public and Private Administration.

- Grasp the evolution of Study of Public Administration as a discipline

### **1.1 Meaning and Definitions of Public Administration:**

Administration as an activity is as old as society itself. But as an area of study it originated, with the publication of Wilson's essay on study of Administration in 1887. As a process, administration occurs in both public and private organizations. It occurs in such diverse institution as settings as a business firm, labour unions, religious or charitable organizations, educational institutions, etc. Its nature is affected by the sphere with which it is concerned. Administration is commonly divided into two types, Public and Private Administration. As an aspect of government activity, it has existed since the emergence of political system(s). While public administration relates to the activities carried out by government, private administration refers to the management of private business enterprises.

The word 'administer' is derived from the Latin word *administere*, which means *to care for* or *to look after* people, to manage affairs. Administration may be defined as "group activity which involves cooperation and coordination for the purpose of achieving desired goals or objectives". Broadly speaking, the term administration appears to bear at least four different meanings or different senses depending upon the context in which it is used:

- (1) **As a Discipline:** The name of a branch of learning or intellectual discipline as taught and studied in colleges and universities.
- (2) **As a Vocation:** Type of work/trade or profession/occupation, especially one that involves knowledge and training in a branch of advance learning.
- (3) **As a Process:** The sum total of activities undertaken to implement Public Policy or policies to produce some services or goods.
- (4) **As a Synonym for 'word' Executive or Government:** Such other body of persons in supreme charge of affairs, for example, Manmohan Singh Administration, Bush Administration, etc.

Noted below are definitions by a few famous writers.

- ✚ **E.N. Gladden:** “Administration is a long and slightly pompous word, but it has a humble meaning, for it means to care for or look after people, to manage affairs.... is determined action taken in pursuit of conscious purpose”.
- ✚ **Brooks Adams:** “Administration is the capacity of coordinating many, and often conflicting, social energies in a single organism, so adroitly that they shall operate as a unity.”
- ✚ **Felix A. Nigro:** “Administration is the organization and use of men and materials to accomplish a purpose”.
- ✚ **J.M. Pfiffner and R. Presthus:** “Administration is the organization and direction of human and material resources to achieve desired ends”.
- ✚ **L.D. White:** “The art of administration is the direction, co-ordination and control of many persons to achieve some purpose or objective”.
- ✚ **Luther Gullick:** “Administration has to do with getting things done, with the accomplishment of defined objectives”.
- ✚ **F.M. Marx:** “Administration is determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources, aimed at making those things happen which one wants to happen and foretelling everything to the country”.
- ✚ **Herbert Simon, D.W. Smithburg and V.A. Thompson:** “In its broadest sense, the administration can be defined as the activities of group cooperating to accomplish common goals.”

A brief analysis of the definitions listed above reveals that administration comprises two essentials, namely (1) cooperative effort, and (2) pursuit of common objectives. One does not find any administration if there is only a common purpose without a collective effort or vice-versa. Administration is also called a ‘technology of social relationships. Thus, administration is a process common to all group effort, public or private, civil or military, large scale or small scale. It is a process at work in a department store, a bank, a university, a high school, a railroad, a hospital, a hotel or a local government.

### **Let's Rewind:**

Public administration is the art and science of making government work for the people. It's about translating policies into action, managing resources efficiently, and delivering essential services to the public. Imagine it as the bridge between ideas and impact, ensuring government programs run smoothly and effectively.

### **Check Your Progress:**

- As a discipline, public administration is comparatively new. True or False?
- “The art of administration is the direction, co-ordination and control of many persons to achieve some purpose or objective”- Who said this?

## **1.2 Nature and Scope of Public Administration:**

### **1.2.1 Nature:**

There are two views regarding the Nature of Public Administration, that is, Integral and Managerial. According to the **integral view**, ‘administration’ is the sum total of all the activities – manual, clerical, managerial, etc., which are undertaken to realize the objectives of the organization. In this view all the acts of officials of the government from the Attendant to the Secretaries to the government and Head of the State constitute Public Administration. Henri Fayol and L.D. White are the supporters of this view.

According to the **managerial view** of administration, the managerial activities of people who are involved in planning, organizing, commanding, coordinating and controlling constitute Public Administration. This view regards administration as getting things done and not doing things. Luther Gullick, Herbert Simon, Smithburg and Thompson are the supporters of this view. The managerial view excludes Public Administration from non-managerial activities such as manual, clerical and technical activities.

The two views differ from each other in many ways. According to Prof. 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. The integral view depicts all types of activities from manual to managerial, from non- technical to technical whereas the managerial view takes into account only the managerial activities in an organization. Furthermore, administration, according to the integral view would differ from one sphere to another depending upon the subject matter, but whereas that will not be the case according to the managerial point of view because the managerial view is identified with the managerial techniques common to all the fields of administration.

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

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

### **1.2.2 Scope:**

By the scope of Public Administration, we mean the major concerns of Public Administration as an activity and as a discipline.

- **Scope of Public Administration as an activity**

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

- **Scope of Public Administration as a Discipline**

The scope of public administration as a discipline, that is subject of studies, comprises of the following:

- **The POSDCoRB view**

Several writers have defined the scope of public administration in varying terms. Gullick sums up the scope of the subject by the letters of the word POSDCoRB which denote: Planning, Organization, Staffing, Directing, Coordinating, Reporting and Budgeting. Planning means the working out in broad outline the things to be done, the methods to be adopted to accomplish the purpose. Organization means the establishment of the formal structure of authority through which the work is sub-divided, arranged, defined and coordinated.

Staffing means the recruitment and training of the personnel and their conditions of work. Directing means making decisions and issuing orders and instructions. Coordinating means inter-relating the work of various divisions, sections and other parts of the organization. Reporting means informing the superiors within the agency to whom the executive is responsible about what is going on. Budgeting means fiscal 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 different agencies regardless of the nature of the work they do.

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

- **The Subject Matter View**

We all know that public administration deals not only with the processes but also with the substantive matters of administration, such as Defense, Law and Order, Education, Public Health, Agriculture, Public Works, Social Security, Justice, Welfare, etc. These services require not only POSDCoRB techniques but also have important specialized techniques of their own which are not covered by POSDCoRB techniques. For example, if you take Police Administration, it has its own techniques in crime detection, maintenance of Law and Order, etc., which are much and more vital to efficient police work, than the formal principles of organization, personnel management, coordination or finance and it is the same with other services too. Therefore, the study of public administration should deal with both the processes (that is POSDCoRB techniques and the substantive concerns). We conclude the scope of public administration with the statement of Lewis Meriam: “Public administration is an instrument with two blades like a pair of scissors. One blade may be knowledge of the field covered by POSDCoRB; the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool”.

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

**Let's Rewind:**

The nature of public administration can be understood through two main perspectives:

- a) **Integral view:** this view sees public administration as the entirety of government activities. From the top levels of policymaking to the everyday tasks of bureaucrats, all actions contribute to achieving public goals.
- b) **Managerial View:** This view focuses on the specific functions of management within government. It emphasizes tasks like planning, organizing, staffing, directing, and controlling resources to implement policies effectively.

Public administration is dynamic, adapting to changing needs and incorporating elements from various disciplines like law, economics, and sociology. It's a crucial field that ensures government translates ideas into action for the benefit of the public.

Public administration is both the vast machinery of government in action (fixing roads, running programs) and a dynamic academic field. The debate centers on its scope: POSDCoRB emphasizes general management functions, while the subject-matter view stresses specialized knowledge for specific areas. The ideal approach likely combines strong management skills with a deep understanding of the specific field, allowing administrators to effectively translate policy into action.

### **Check Your Progress:**

- Public Administration acts as synonym to executive or the government. True or False?
- Name two supporters of the integral view of public administration.
- Name two supporters of the managerial view of public administration.
- What does 'P' mean in the acronym POSDCORB?
- Name one supporter of POSDCORB view.

### **1.3 Significance of Public Administration in Modern Governance:**

Public administration has emerged as a crucial field of study due to the increasing complexity of governance and the expanding role of the state in modern society.

#### **Key reasons for the significance of public administration:**

- **Delivery of public services:** Effective public administration is essential for providing essential services like healthcare, education, and infrastructure to citizens.



- **Economic development:** Governments play a crucial role in promoting economic growth and development, and public administration is instrumental in implementing policies and programs to achieve these goals.
- **Social welfare:** Public administration is involved in designing and implementing social welfare programs to address poverty, inequality, and other social issues.
- **Maintaining law and order:** Ensuring public safety and security is a core function of the state, and public administration plays a vital role in this process.
- **Policy implementation:** Public administrators translate political decisions into concrete actions, making public administration essential for good governance.
- **Accountability and transparency:** Public administration is accountable to the public and is expected to operate transparently, ensuring public trust and confidence in government.

In essence, public administration is indispensable for the functioning of modern states and the well-being of their citizens. It serves as a bridge between the government and the people, translating policies into action and delivering public services efficiently and effectively.

#### **Let's Rewind:**

Public administration has become a crucial field due to the expanding role of government in modern society. It ensures efficient delivery of public services while considering the social impact of those services. This is particularly important in developing nations striving for rapid economic and social progress. The field's significance lies in its focus on practical solutions and its emphasis on understanding how government actions affect the lives of citizens. Therefore, public administration should be integrated into educational programs to foster informed and engaged citizens.

#### **1.4 Public and Private Administration: Differences and Similarities**

The major concern of administration is to properly organize men and material for achieving desired ends. As a co-operative group activity, administration is truly universal and operates in all types of public and private organizations. In other words, administration occurs in both public

and private institutional settings. Its nature depends upon the nature of the setting and goals with which it is concerned. On the basis of the nature of the institutional setting, public administration can be roughly distinguished from private administration. Public administration is governmental administration concerned with achieving state purposes, determined by the state. Private administration, on the other hand is, concerned with administration of private business organization and is distinct from public administration. Let us elaborate this:

#### **1.4.1 Differences between Public and Private Administration:**

The most important distinguishing features of public administration may be described under the following sub-heads:

- **Purpose:** Public administration aims to serve the public interest and promote the common good, while private administration is primarily profit-oriented.
- **Ownership:** Public administration is owned and controlled by the government, while private administration is owned by individuals or groups of individuals.
- **Accountability:** Public administration is accountable to the public through elected representatives, while private administration is accountable to shareholders or owners.
- **Legal Framework:** Public administration operates within a strict legal framework, adhering to laws, regulations, and constitutional provisions. Private administration has more flexibility in decision-making.
- **Service Orientation:** Public administration emphasizes service delivery to citizens, while private administration focuses on satisfying customer needs.
- **Financial Management:** Public administration relies on public funds and is subject to budgetary constraints, while private administration generates revenue through sales and profits.

#### **1.4.2 Similarities between Public and Private Administration**

Scholars like Henry Fayol, Mary P. Follet and L. Urwick do not make a distinction between public and private administration. The classical writers held the view that public and private administrations are the undifferentiated members of the genus administration. **Henri Fayol**, for example, says that there is only one administrative science, which can be applied equally well to public and private sectors. In his address in the Second International Congress of Administrative Science, **Fayol** remarked, “The meaning which I have given to the word administration and

which has been generally adopted, broadens considerably the field of administrative sciences. It embraces not only the public service but also enterprises of every size and description, of every form and every purpose. All undertakings require planning, organization, command, co-ordination and control and in order to function properly, all must observe the same general principles. We are no longer confronted with several administrative sciences but with one which can be applied equally well public and to private affairs”.

The following similarities between the two types of administration may be noted:

- Both public and business administration rely on common skills, techniques and procedures.
- In modern times the principle of profit motive is not peculiar to private administration, because it is now accepted as a laudable objective for public sector enterprises also.
- In personnel management, the private organizations have been influenced greatly by the practices of public organizations.
- The private concerns are also subjected to many legal constraints. Government is exercising much control over business firms through regulatory legislation such as taxation, monetary and licensing policies, etc. Consequently, they are not as free as they once used to be.
- There is a similar type of hierarchy and management systems, both in public and private sectors. Both have same kind of organization structure, superior – subordinate relationships, etc.
- Both Public and private administration carries on continuous efforts to improve their internal working and also for efficient delivery of services to people or customers.
- Public and private administration serves the people, whether being called clients or customers. Both have to maintain close contact with people to inform about their services and also to get feedback about services and product. In both the cases, public relations help them to inform and improve their services to the people.

With this brief characterization, it could be stated that both public and private administration are placed in different environments. But this difference is more apparent than real. According to Waldo, The generalization which distinguish public administration from private administration by special care for equality of treatment, legal authorization of, and responsibility of action,

public justification of decisions, financial probity and meticulousness, etc. are of very limited applicability.”. In fact public and private administrations 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.

### **Let's Rewind:**

Public administration and private administration occupy distinct spheres, yet exhibit interesting parallels. Public administration prioritizes state-defined objectives and public service delivery. It functions within a legal framework with an emphasis on public accountability. Its larger scale often grants it exclusive control over essential services. In contrast, private administration chases organizational profits and enjoys greater operational flexibility.

While these distinctions are significant, there are also noteworthy similarities. Both sectors leverage similar management techniques and face growing legal regulations. Efficient service delivery and positive public relations are crucial for both. The divide between these domains is shrinking as governments outsource services and regulations become more stringent for private businesses. However, a fundamental difference remains: public administration's unwavering dedication to serving the public good sets it apart.

### **Check Your Progress:**

- According to Paul H. Appleby public administration is different from private administration. The statement is true or false?
- Scholars like Henry Fayol, Mary P. Follet and L. Urwick do not make a distinction between public and private administration. True or false?

## **1.5 Evolution Of Study Of Public Administration: As An Activity And As A Discipline**

The term 'Public Administration' stands for two implications. First, it refers to the activity of administering the affairs of government, like enforcement of law and order. Second, it also refers to a field of study, like that of sociology, political science, economics, philosophy and so on.

Public administration as an aspect of governmental activity is as old as political society. That is, it has co-existed with the political systems to accomplish the objectives set by the political decision makers. But, as a field of systematic study, public administration is much more recent - It is only about hundred years old. However, since ancient times various thinkers have contributed to the administrative thought and practice. For example, Kautilya's Arthashastra in ancient India, Aristotle's Politics in ancient west and Machiavelli's The Prince in medieval west, contain significant observations about the organization and functioning of government.

In the 18th century, cameralism in Germany and Austria was concerned with the systematic management of governmental affairs. The cameralists showed significant interest in the study of public administration. They undertook systematic research on the topics related to public administration. The objective of their study and research was to train candidates for civil service. Thus, they stressed the descriptive studies of structures, principles and procedures of public administration and emphasized the professional training of public officials. George Zincke was the most distinguished scholar of the cameralist group.

Towards the end of 18th century in the USA, the meaning and scope of public administration was defined for the first time in Hamilton's The Federalist (No. 72). Charles Jean Bounin's Principles de Administration Publique (1812) in French is considered as the first separate treatise on the subject of public administration.

However, public administration as a separate subject of study originated and developed in the USA. According to Rumki Basu, the following factors have contributed to this in the 20th century.

1. The scientific management movement advocated by F.W. Taylor.

2. The 19th century industrialization which gave rise to large-scale organizations replacing the police state (laissez faire).
3. The emergence of the concept of welfare state
4. The movement for governmental reform due to negative consequences of spoils system.

Public Administration has developed as an academic discipline through a succession of a number of overlapping paradigms which are as follows:

### **Stage 1: Politics-Administration Dichotomy (1887-1926)**

This phase marked the birth of public administration as a distinct field of study. Woodrow Wilson's seminal essay, "The Study of Administration," advocated for separating politics (policy-making) from administration (policy implementation). This dichotomy emphasized the need for a scientific and efficient approach to public management.

### **Stage 2: Principles of Administration (1927-1937)**

Building upon the foundation laid by Wilson, this phase focused on identifying universal principles applicable to public administration. Scholars like Henri Fayol and Luther Gulick formulated principles of management, aiming to enhance efficiency and effectiveness. However, this "principles" approach was later criticized for its rigid and mechanistic nature.

### **Stage 3: Era of Challenge (1938-1947)**

The 'era of challenge' witnessed a critique of the previous stages, particularly the politics-administration dichotomy and the principles of administration. The human relations movement, pioneered by Elton Mayo, emphasized the importance of informal relationships and employee morale in organizational efficiency. Additionally, scholars like Herbert Simon questioned the universality of administrative principles, advocating for a more empirical and behavioral approach.

#### **Stage 4: Crisis of Identity (1948-1970)**

During this period, public administration faced an identity crisis as it struggled to define its boundaries and relationship with other disciplines. Some scholars gravitated towards political science, while others leaned towards management science. This phase also witnessed the emergence of various subfields, such as comparative public administration, development administration, and public policy.

#### **Stage 5: Public Policy Perspective (1971 onwards)**

This phase marked a shift towards a broader focus on public policy and its implementation. Public administration was recognized as being intertwined with politics, and scholars began to analyze the policy-making process and its impact on administrative behavior. This emphasis on public policy continues to shape the field of public administration today.

Public administration has evolved from a narrow focus on efficiency and management to a broader concern with policy, governance, and social impact. The discipline has been influenced by various theoretical perspectives, including classical management, human relations, behavioralism, and public policy. Public administration continues to adapt to the changing needs of society and the complexities of modern governance.

#### **Let's Rewind:**

Public administration as a discipline has evolved through distinct stages. The early era (1887-1926) emphasized a clear division between politics, which set the direction, and administration, which carried out those decisions. This concept, championed by Woodrow Wilson, is known as the Politics-Administration Dichotomy. Following this came a period (1927-1937) focused on establishing universal principles for efficient management, drawing inspiration from scientific management ideas. Efficiency and rationality were the guiding lights of the Principles of Administration era. However, challenges like the Great Depression exposed the limitations of this one-size-fits-all approach. The Era of Challenges (1938-1947) highlighted the need for more adaptable methods. After World War II, public administration entered a period of self-discovery (1948-1970), a Crisis of Identity, as the rise of behavioral

sciences challenged previous assumptions. The field grappled with its unique role in an increasingly complex world. Today's Public Policy Perspective (1971-present) emphasizes public administration's active role in policy analysis, implementation, and evaluation. Public administrators are now seen as key policy actors working within a broader framework. Recent trends like New Public Management even advocate for business-oriented approaches to improve service delivery. This is just a glimpse into the ongoing evolution of public administration, a field constantly adapting to meet the ever-changing needs of society.

### **Check Your Progress:**

- Who is regarded as the father of Public Administration?
- The book 'Politics and Administration' was written by whom?

### **1.6 Let's Sum Up:**

Public administration acts as the engine room of government, transforming policy ideas into tangible results. It bridges the gap between plans and action by efficiently managing resources and delivering essential services to the public. This critical field can be viewed through two lenses: the integral view considers all government activities, from policymaking to bureaucratic tasks, as contributing to public goals. Conversely, the managerial view focuses on specific management functions like planning, organizing, and resource allocation to ensure effective policy implementation. Public administration is a dynamic field that constantly adapts to evolving needs, incorporating knowledge from various disciplines like law, economics, and sociology. Its significance lies in its ability to ensure the government delivers on its promises to the public, making it especially crucial for developing nations striving for progress. Public administration shares some similarities with its private counterpart, such as utilizing similar management techniques and prioritizing efficient service delivery. However, a key distinction remains: public administration is unwavering in its dedication to serving the public good, operating within a legal framework with public accountability. Interestingly, the field itself has undergone a fascinating evolution. It began with a clear separation of politics (policymaking) and administration (implementation). Today, public administration plays a central role in policy analysis, implementation, and evaluation. Public administrators are now seen as key policy actors working within a broader framework. Recent trends like New Public Management even advocate for business-oriented approaches to improve service delivery. This constant evolution is a testament to public administration's commitment to meeting the ever-changing needs of society.



### **1.7 References and Further Reading:**

- Rumki Basu, Public Administration: Concepts and Theories (New Delhi: Sterling, 2008)
- Dr. M.P. Sharma & Dr. B.L. Sadana, Public Administration in Theory and Practice (New Delhi: Kitab Mahal, 2012)
- B. L. Fadia and Dr. Kuldeep Fadia, Public Administration: Administrative Theories and Concepts (Agra: Sahitya Bhawan Publication, 2008)

### **1.8 Answers To Check Your Progress:**

- As a discipline, public administration is comparatively new. True or False?
  - True.
- “The art of administration is the direction, co-ordination and control of many persons to achieve some purpose or objective”- Who said this?
  - L.D. White said this.
- Public Administration acts as synonym to executive or the government. True or False?
  - True.
- Name two supporters of the integral view of public administration.
  - Henri Fayol and L.D. White are the supporters of this integral view.
- Name two supporters of the managerial view of public administration.
  - Luther Gullick and Herbert Simon are two supporters of the managerial view.
- What does ‘P’ mean in the acronym POSDCORB?
  - ‘P’ here stands for Planning.
- Name one supporter of POSDCORB view.
  - Luther Gullick is one of the supporters of the POSDCORB view.
- According to Paul H. Appleby public administration is different from private administration. The statement is true or false?
  - True.

- Scholars like Henry Fayol, Mary P. Follet and L. Urwick do not make a distinction between public and private administration. True or false?
- True.
- Who is regarded as the father of Public Administration?
- Woodrow Wilson is regarded as the father of public administration.
- The book Politics and Administration was written by whom?
- Frank Johnson Goodnow wrote the book.

<b>1.9 Model Questions/ Assignment:</b>
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1. Define Public Administration. Explain the nature of Public Administration.
2. Discuss the scope of Public Administration.
3. Describe the characteristics of Public Administration from your own understanding.
4. “Public administration is an integral part of the national development and constructive social change”. Justify the statement.
5. Explain the similarities between Public and Private Administration.
6. Discuss the differences between Public and Private Administration.
7. Elucidate the growth and evolution of the study of Public Administration as an activity and as a discipline.

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### 1.10 Activity Sheet

Q. What do you understand by public administration? How do you see its importance in a modern developing state?

Marks: 8

# Chapter 2: Public Administration as a Social Science

## Chapter Structure:

- 2.0 Introduction
- 2.1 Philosophy of Public Administration
- 2.2 Public Administration as a Social Science and Relationship of Public Administration with Other Social Sciences (Political Science, Sociology, Economics, etc.)
- 2.3 Public Administration as a Science and Technology
- 2.4 Let's Sum Up
- 2.5 References and Further Reading
- 2.6 Answers To Check Your Progress
- 2.7 Model Questions/ Assignment
- 2.8 Activity Sheet

## 2.0 Introduction:

Visualize a world where your complaints about overflowing recycling bins actually lead to change. Public administration is the key that unlocks the improvements. It's not just about boring rules; it's about using your brainpower to solve real-world problems in your community. From the previous chapter, we have learnt about what Public Administration is, its nature, scope and evolution. Now the question emerges is that- is it social science and if so, what could be its relationship with other social sciences like Political Science, Sociology etc. This chapter tries to find out the answers to these questions. In this section we will deal with the philosophy of public administration and its relation with various other social sciences disciplines.

The objectives of the chapter are to help the learners to-

- Know the philosophy of Public Administration
- Understand the relation of Public Administration with other social sciences
- Recognize the Public Administration as a Science and Technology

## 2.1 Philosophy Of Public Administration

The philosophy of public administration delves into the underlying values, principles, and purposes guiding administrative action. It seeks to answer fundamental questions about the nature, scope, and role of public administration in society.

### 2.1.1 Key Thinkers and Ideas

- **Chester Barnard, Ordway Tead, Herbert Simon, Charles A. Beard, and Marshall E. Dimock** were among the pioneers who emphasized the need for a philosophical foundation for public administration.
- **Dimock** defined philosophy as a "rational effort to answer the widest generality of questions" about a subject. He outlined five essential elements of a philosophy of administration:
  - **Inclusiveness:** Considering all relevant factors.
  - **Integration:** Combining various elements into a coherent framework.
  - **Principles:** Developing guiding principles for future actions.
  - **Ends and Means:** Balancing goals and methods.
  - **Empirical Validation:** Grounding philosophy in observable evidence.

### 2.1.2 Importance of Philosophy in Public Administration

- **Provides direction:** A philosophy offers a guiding framework for administrators, shaping their decision-making and actions.
- **Fosters ethical behavior:** It emphasizes values, ethics, and the public interest.
- **Enhances effectiveness:** A philosophical foundation can improve the efficiency and effectiveness of public administration by providing a clear sense of purpose.
- **Improves decision-making:** It helps administrators make informed choices by considering the broader implications of their actions.

Developing a comprehensive philosophy of public administration is complex due to the field's multifaceted nature and the evolving challenges faced by governments. However, ongoing

efforts to explore the philosophical underpinnings of public administration are essential for its continued development and effectiveness.

### **Let's Rewind:**

Public administration is more than just an art or science; it needs a philosophical foundation. This philosophy helps administrators, who deal with human complexities, make ethical decisions. It integrates knowledge from various disciplines and considers social values and goals. A strong philosophy is inclusive, integrated, and emphasizes both goals and methods. While scientific methods are important, administration is rooted in the humanities and social sciences. Institutions are incorporating philosophy and humanities courses for administrators to develop a well-rounded perspective, allowing them to make informed choices that consider human needs and aspirations. Ultimately, a philosophy of administration provides a crucial framework for effective decision-making in this complex field.

### **Check Your Progress:**

- Who wrote the book "A Philosophy of Administration"?
- Who wrote the book The Functions of the Executive?

## **2.2 Public Administration As A Social Science And Its Relation With Other Social Sciences:**

All social sciences are like "Petals of flower" and are bound together by a thread of unity. Public administration, being one of the social sciences, is closely related to other social sciences viz. Political science, history, economics, sociology, psychology, law etc. Therefore, student who wishes to study public administration should have some knowledge of other social science and its relationship with them.

### **2.2.1 Public Administration and Political Science:**

Both political science and public administration have close relationship with each other. In the beginning public administration was studied as part of political science. Political science is the

study of state and government, whereas public administration is government in action. Being the study of state and government political science provides fundamental frame work within which public administration functions. The political environment of a nation shapes largely the nature and activities of its administrative system. The volume of administrative activities is determined by the scope of government function, which is decided politically. Public administration works with and under the directions of political executive. Hence, Dimock rightly points that "an understanding of politics is the key to understanding of public administration". Thus, politics largely influences the administrative system of a country.

Likewise, the policies of state and government are greatly shaped by the administration. It is the administration which helps the government in the formulation of its policy. Without the assistance of the experienced administrators, it is not possible for the political executive (ministers) to frame the policy of the government. Not only the ministers but also the members of the legislature take the assistance and the advice of the administrators in solving the most critical problems, public policy, the function of formulating the great lines of foreign and domestic policies have fallen into the hands of bureaucrats, that is, administrators.

The administration provides necessary information required by the legislative and executive organs of government for the formulation of public policies. Again, it is the administration which executes the laws, policies, and decisions approved by the government in the country. Thus, public administration begins where politics ends.

Moreover, there are many common areas of study which provide linkage between political science and public administration. Public policy studies, constitutional law, administrative law, delegated legislation, local government are some such areas which are studied in both political science and public administration. Political science and public administration are like light and shade. One follows the other and each influences the other.

**Let's Rewind:**

Political science and public administration work hand-in-hand to ensure a nation functions smoothly. Public administration, with roots in political science, acts as the implementation arm. Political science provides the foundational understanding of the state, government, and political dynamics that shape administrative systems. Public administration then takes center

stage, carrying out the policies and laws crafted by the government. This intricate relationship fosters a two-way flow of influence. Political decisions define the framework for administrative activities, while administrators offer their experience and knowledge to inform policy creation. Further solidifying this interconnectedness, both disciplines share common ground in areas of study like public policy and local government. Like the interplay of light and shadow, political science and public administration are intrinsically linked, each shaping and informing the other.

### **2.2.2 Public Administration And History:**

By public administration we mean governmental administration, while history is the record of past events and movements, their causes and inter relations. It also includes a study of public administration, its growth and organization.

Public administration is closely related to history. The relationship between the two may be explained as follows.

In the first place, history provides a ground work for public administration. It was an immense debt to history for the material it supplies and lessons it teaches. In other words, history is the vast store house of facts and the past experiences of mankind. It is from the past experiences and records that the present public administration obtains necessary guidance for the future of line of action. History narrates the administrator who faces similar problems, today or in future may receive guidance from history in solving them. The lessons of every age, every line written in the pages of history provide the search light for the present and future of public administration. For example, the administrative system of ancient Greek city states, Roman empire, the municipal administration of Maurya's, the rule of Akbar all these teach us as to how stable, unified and efficient administration could be created. Thus, history will be the real basis for the modification of the future administration.

Public administration also has influence on history. Any study of historical events of any period without understanding its administrative system does not bring enough information. For example, the emergence of French revolution (1789) was partly due to the administrative system



provided during that time. Hence a study of historical events in France in the 18th century would be incomplete without studying the administrative system of that period.

**Let's Rewind:**

In a reciprocal relationship, history and public administration act as both teacher and student. History serves as a rich resource for public administration, offering valuable case studies and past experiences. By examining the triumphs and pitfalls of past administrative systems, from the Roman Empire to the Mauryan Empire, practitioners can glean valuable insights for shaping future practices. Public administration, in turn, sheds light on historical events. Understanding the administrative structures of a specific era is essential for comprehending the historical events that transpired within it. For example, a complete analysis of the French Revolution necessitates examining the administrative systems in place at that time. In essence, history provides the groundwork for effective public administration, while public administration offers context for a deeper understanding of historical events.

**2.2.3 Public Administration And Economics:**

There has always been a close relationship between public administration and economics. Adam Smith's definition of economics as the art of managing the resources and the people and of government clearly brings out the closeness between the two social sciences.

Many areas of study covered in public administration are economic in nature. For example, public finance, planning, programming, budgeting system (PPBS), economic planning, management of public enterprises and so on.

Most of the economic activities such as production and distribution of wealth are handled by the administration of the state. It implements economic policies formulated by the government. Modern administration also handles consumption of goods. The techniques of rationing and control are the examples of this. If the economic activity is free from the administrative control it leads to socially disastrous consequences.

In modern welfare state government intervenes in the economic affairs in the interest of socioeconomic justice. Participation of the state in the economic development is also extensive.

This has led to the emergence of economic planning which has become a pillar of government's social economic policies. The formulation and implementation of government policies and plans are to be evaluated in terms of their economic consequences. Thus, economic planning brings public administration and economics closer. For the proper management of public enterprises, a new administrative device called public corporation and a new economic civil service have emerged. Their management requires knowledge of economics relating to pricing policy, marketing, sales, purchasing etc. Today public administration is dominated by economic problems like party, unemployment, inflation, depression etc. Therefore, today's administrators must have a full comprehension of the economic problems of the country.

**Let's Rewind:**

Public administration and economics go hand in hand. Just like managing a household budget, running a government involves using resources wisely. Public administrators deal with economic issues like budgeting and planning. The government is also involved in the bigger economic picture, ensuring fair treatment for all and promoting growth. This means administrators need to understand economic concepts to make sound decisions. With economic challenges like inflation on the rise, a grasp of economics is vital for effective governance.

**2.2.4 Public Administration And Sociology:**

Sociology is the study of society in its wider sense. It studies social order, social change, social conflicts, social problems, associations and institution, public administration has recently become closely associated with sociology.

Public administration exists in a social setting and the pattern of administration is determined by society. Sociology influences public administration in many ways

1. The administrative system is always influenced by social order. Public administration derives from sociology the information regarding the origin and development of laws of social control.

2. The administration takes into consideration the opinion and reaction of groups while executing the policies of the state. The successful execution of policies of the state depends upon the group reactions.

3. Sociology gives knowledge of the rise, function and behavior of the groups which is essential to public administration.

Thus, social environment affects the public administration intimately, especially in developing countries. The behavior of administrators in the third world countries is greatly influenced by such social forces as caste, community and tribe. They also account for the existence of the evil of nepotism in recruitment system which replaces merit. Again, corruption in public service causes red-tape in administration that affects its efficiency. Scholars like F.W. Riggs argued that public administration in developing countries can be understood through an understanding of their social environment alone.

Likewise public administration also influences sociology. Public administration exists for society and is concerned with security of life, health, education etc. In modern state, administrative controls have replaced traditional social control exercised by families, caste and religious organizations.

Public administration acts as an instrument of social change, particularly in developing countries of Asia and Africa, through public administration. The governments of these countries have been trying to usher in an egalitarian society through the formulation of developing plans and policies. It may be noted that wrong social values, customs and beliefs act as hindrance to progressive administrative measures. Therefore, an administrator should diagnose the society and prepare the ground for dispelling wrong values, beliefs, customs and traditions of the people. In other words, unless an administrator has a proper understanding of the socio-economic back ground of developing country, administration cannot be purposeful and yield positive results.

**Lets Rewind:**

Public administration and sociology are like two sides of the same coin. Society shapes how a country is administered. Public administrators consider social order, group behavior, and social problems when implementing policies. This is particularly evident in developing

nations, where social hierarchies can influence administrative practices. Conversely, public administration impacts sociology. As governments take on a more prominent role, traditional social control mechanisms weaken. Public administration can also be a catalyst for social change, with policies designed to promote a more equitable society. However, for administrators to be effective, they need a deep understanding of the social and economic fabric of the communities they serve.

### **Check Your Progress:**

- Public administration has its roots in political science. True or False?
- History serves as a rich resource for public administration. True or False?
- Public Administration implements economic policies formulated by the government. True or False?
- Public administration acts as an instrument of social change. True or False?

## **2.3 Public Administration As A Science And Technology**

The debate over whether public administration is a science has been a longstanding one. While there's no definitive consensus, examining the arguments for and against provides valuable insights.

### **2.3.1 Arguments against Public Administration as a Science**

- **Lack of precision and objectivity:** Unlike natural sciences, public administration deals with complex human behavior, making it difficult to establish precise laws and conduct controlled experiments.
- **Human element:** The presence of values, ethics, and political considerations in public administration makes it challenging to achieve the level of objectivity required for scientific inquiry.

- **Variability of contexts:** Public administration operates in diverse social, political, and cultural contexts, making it difficult to generalize findings across different settings.

### 2.3.2 Arguments in Favor of Public Administration as a Science

- **Systematic inquiry:** Public administration employs research methods and data analysis to study administrative phenomena.
- **Theory building:** There is a growing body of theoretical frameworks and models to explain administrative behavior and processes.
- **Predictive capacity:** While imperfect, public administration can make predictions about the potential outcomes of policies and programs based on empirical evidence.
- **Professionalization:** The development of professional standards and ethics reflects a scientific approach to the field.

Public administration is often described as a "soft science" or a "pre-science" due to the inherent complexities of its subject matter. While it may not meet the strict criteria of natural sciences, it has made significant strides in developing systematic knowledge and methodologies. The field continues to evolve, incorporating scientific methods while acknowledging the unique challenges posed by the human element.

Ultimately, the question of whether public administration is a science may be less important than the ongoing pursuit of knowledge and the development of effective practices to improve public service delivery.

#### **Let's Rewind:**

There is debate about whether Public Administration is a science or not. Some argue it lacks the precision of natural sciences, with no universally agreed-upon principles or methods. Experiments are difficult to conduct, and human factors like values make it challenging to isolate cause and effect. Additionally, generalizations based on one country might not apply to others due to different social and political contexts.

Supporters of Public Administration as a science point to its own set of terms and concepts,

even if they are not universally defined. They argue that the field is constantly evolving and uses scientific methods like observation and comparison, even if not in the same way as physics or chemistry.

### **Check Your Progress:**

- Name two thinkers who had supported Public Administration as science.
- Name two thinkers who were critical about calling Public Administration as science.

### **2.4 Lets Sum Up:**

Public Administration is a dynamic field having interconnectedness with various disciplines. With a strong philosophical foundation, it enables administrators to find the way to the complexities of human behavior and make ethical decisions. This foundation integrates knowledge from disciplines like economics, history, sociology, and political science. This blend is essential – understanding social dynamics (sociology) and the inner workings of government (political science) empowers administrators to craft effective policies. History provides a treasure trove of lessons from triumphs and pitfalls of past administrative systems, while economics equips administrators to be responsible stewards of public resources. The relationship between public administration and these disciplines is a two-way street – administrators leverage these insights, and their experiences in turn inform future practices. There's even debate on whether public administration is a true science, but it undeniably utilizes scientific methods like observation and comparison to tackle intricate challenges. In essence, public administration is a captivating field that draws on a rich tapestry of knowledge to serve the common good.

### **2.5 References and Further Reading:**

- Dr. Vishnoo Bhagwan and Dr. Vidya Bhushan, Public Administration ( New Delhi: S. Chands, 2009)

- M. Laxmikanth, Public Administration (New delhi, Tata McGraw Hill Education Pvt. Ltd.)
- Richard Joseph Stillman, Public Administration: Concept and Cases (New York: Cengage Learning, 2009)

## 2.6 Answers To Check Your Progress

- Who wrote the book “A Philosophy of Administration”?
- Marshall E. Dimock wrote the book.
- Who wrote the book ‘The Functions of the Executive’?
- Chester Barnard wrote the book.
- Public administration has its roots in political science. True or False?
- True.
- History serves as a rich resource for public administration. True or False?
- True.
- Public Administration implements economic policies formulated by the government. True or False?
- True.
- Public administration acts as an instrument of social change. True or False?
- True.
- Name two thinkers who championed Public Administration as science.
- Luther Gulick and Lyndall Urwick.
- Name two thinkers who did not believe Public Administration as science.
- Robert A. Dahl and Herbert Simon.

## 2.7 Model Questions/ Assignment

1. Discuss the Philosophy of the discipline of Public Administration.
2. Explain in detail the relationship between Public Administration and Political Science.
3. Write a detail note on the relationship of Public Administration and Sociology.
4. Critically discuss the relationship between Public Administration and Economics.
5. Explain the role and function of Public Administration as a Science and Technology.

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## 2.8 Activity Sheet

Q. Write a brief note on the Philosophy of Public Administration.

Marks: 3



## Chapter 3: Organization: Principles and Problems

### Chapter Structure:

- 3.0 Introduction
- 3.1 Meaning, Origin, and Importance of Organization
- 3.2 Types of Organizations
- 3.3 Principles of Organization:
- 3.4 Hierarchy
- 3.5 Span of Control
- 3.6 Unity of Command
- 3.7 Authority and Power
- 3.8 Responsibility and Accountability
- 3.9 Delegation and Supervision
- 3.10 Line, Staff, and Auxiliary Agencies
- 3.11 Technical Problems of Organization
- 3.12 Let's Sum Up
- 3.13 References and Further Reading
- 3.14 Answers To Check Your Progress
- 3.15 Model Questions/ Assignment
- 3.16 Activity Sheet

### 3.0 Introduction:

Imagine a team project where everyone has a specific job to do, but there's no plan or direction. It would be a mess, right? Organizations are like well-organized teams! They provide a structure, like a blueprint, that helps people work together towards a common goal. This structure includes different roles (like team leader, researcher, writer), assigned tasks (researching, writing, editing), and clear communication. Learning organization is like giving ourselves a superpower –

the power to be more productive, less stressed, and laser-focused on what matters. It's about minimizing the chaos and building a system that works for you, even if it's not perfect. With some simple tools like setting goals, managing your time, and keeping things tidy, you can unlock your full potential and become an organizational master!

So far, you have learnt about the meaning, growth and evolution of public administration along with a discussion on what relationship the subject share with other social sciences in detail. Now it's time to know the internal structures within an administrative body.

The **objectives** of the chapter are to equip the learners with the-

- Understanding of the meaning, origin, importance and types of Organization
- Knowledge of the Hierarchy, Span of control, Unity of Command, & Authority of Organization
- Knowledge of the Technical problems of Organizations

### **3.1 Meaning, Origin, And Importance Of Organization**

#### **3.1.1 Meaning:**

The term organization refers to a mechanism which enables men to live together. In a static sense, an organization is a structure manned by group of individuals who are working together towards a common goal. It is the skeleton framework of an enterprise, just like the architectural plan of a building, designed to achieve its common goal. In a dynamic sense organization is a process of welding together a framework of positions which can be used as a management tool for the most effective pursuit of an enterprise. It is the process of determining, arranging, grouping and assigning the activities to be performed for the attainment of objectives.

Organization is the framework. It facilitates proper utilization of men, material and money for the achievement of goals. When certain goals have to be achieved and when individuals have to come together and share the work and act.

Organization has become an integral and important part of human life. According to Etzioni, "Without well run organizations, our standard of living, our level of culture and our democratic life could not be maintained. We are born in organizations, educated by organizations and most of us spend much of our time working for organizations." Andrew Carnegie observes: "Take

away our factories, take away our trade, our avenues of transformation, our money. Leave us nothing but our organization, and in four years we shall have reestablished ourselves." The significance of organization lies in its usefulness and importance which may be stated as briefly as follows:

The term organization is viewed differently by different authors depending upon the emphasis the author would like to lay upon. Some of the important definitions are:

- Morstein Mara: "Organization is structure developed for carrying out the tasks entrusted to the chief executive and his administrative subordinates in the government."
- Louis A. Allen "Organization is the process of identifying and grouping the work to be performed, defining and delegating responsibility and authority and establishing relationships for the purpose of enabling people to work most effectively together in accomplishing objectives."
- Mooney and Railey: "Organization is the form of every human association for the attainment of a common purpose."
- Pfiffner and Sherwood: "Organization is the pattern of ways in which large number of people, too many to have intimate face-to-face contact with all others, and engaged in a complexity of tasks, relate themselves to each other in the conscious, systematic establishment and accomplishment of mutually agreed purpose".
- Chester Barnard: "Organization is a system of consciously coordinated activities or forces of two or more persons."

It is clear from these definitions that organization consists of structure, working arrangement between the people who work in the organization and the relationships between them.

An organization is the rational coordination of the activities of a number of people for the achievement of some common explicit purpose or goal, through division of labor and function and through a hierarchy of authority and responsibility.

Thus, organizations-

1. are purposeful, complex collectivities;
2. are characterized by secondary (or impersonal) relationships;

3. have specialized and limited goals;
4. are characterized by sustained cooperative activity;
5. are integrated within a larger social system;
6. provide services and products to their environment;
7. are dependent upon exchanges with their environment.

# Chapter 4: Classical Theories of Public Administration

## Chapter Structure:

- 4.0 Introduction
- 4.1 Classical Theory: Henry Fayol's Principles of Management
- 4.2 Luther Gullick and Lyndall Urwick: POSDCORB Model
- 4.3 Bureaucratic Theory of Max Weber
- 4.4 Scientific Management Theory by F.W. Taylor
- 4.5 Let's Sum Up
- 4.6 References and Further Reading
- 4.7 Answers To Check Your Progress
- 4.8 Model Questions/ Assignment
- 4.9 Activity Sheet

## 4.0 Introduction:

## Chapter 5: Human Relations Theory

### Chapter Structure:

- 5.0 Introduction
- 5.1 Human Relations Approach: Meaning and Importance
- 5.2 Elton Mayo's Contributions
- 5.3 Impact of Human Relations Theory on Modern Public Administration
- 5.4 Strengths and Criticisms of the Theory
- 5.5 Let's Sum Up
- 5.6 References and Further Reading
- 5.7 Answers To Check Your Progress
- 5.8 Model Questions/ Assignment
- 5.9 Activity Sheet

### 5.0 Introduction:

## Chapter 6: The New Public Administration

### Chapter Structure:

6.0 Introduction

6.1 Historical Context of the New Public Administration Movement

6.2 Objectives and Features of New Public Administration

6.3 Contributions of Thinkers like Dwight Waldo and George Frederickson

6.4 Criticisms and Challenges

6.5 Let's Sum Up

6.6 References and Further Reading

6.7 Answers to Check Your Progress

6.8 Model Questions/ Assignment

6.9 Activity Sheet

6.0 Introduction:

# Chapter 7: Comparative Public Administration

## Chapter Structure:

- 7.0 Introduction
- 7.1 Meaning and Scope of Comparative Public Administration
- 7.2 The Emergence of Comparative Public Administration
- 7.3 Main Contributors: Fred Riggs, Ferrel Heady, and Others
- 7.4 Importance of Comparative Analysis in Public Administration
- 7.5 Let's Sum Up
- 7.6 References and Further Reading
- 7.7 Answers to Check Your Progress
- 7.8 Model Questions/ Assignment
- 7.9 Activity Sheet

## 7.0 Introduction



## **Chapter 8: Development Administration**

Chapter Structure:
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8.0 Introduction

8.1 Concept and Evolution of Development Administration

8.2 Features and Characteristics of Development Administration

8.3 The Role of Public Administration in Development

8.4 Development Administration vs. Traditional Public Administration

8.5 Let's Sum Up

8.6 References and Further reading

8.7 Answers to Check Your Progress

8.8 Model Questions

8.9 Activity Sheet

8.0 Introduction:
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## Chapter 9: Administrative Behavior

### Chapter Structure:

- 9.0 Introduction
- 9.1 Meaning and Concept of Administrative Behavior
- 9.2 Herbert Simon's Contributions: Decision-Making Theory
- 9.3 Satisficing and Bounded Rationality in Administration
- 9.4 Criticism of Administrative Behavior
- 9.5 Let's Sum Up
- 9.6 References and Further Reading
- 9.7 Answers to Check Your Progress
- 9.8 Model Questions
- 9.9 Activity Sheet

### 9.0 Introduction:

## Chapter 10: Governance and Public Policy

### Chapter Structure:

- 10.0 Introduction
- 10.1 Concept of Governance and its Evolution
- 10.2 Good Governance: Characteristics and Principles
- 10.3 Role of Public Administration in Public Policy Formulation
- 10.4 Policy Implementation and Evaluation
- 10.5 Let's Sum Up
- 10.6 References and Further Reading
- 10.7 Answers to Check Your Progress
- 10.8 Model Questions
- 10.9 Activity Sheet

### 10.0 Introduction

# Chapter 11: Accountability and Control in Public Administration

Chapter Structure:

- 11.0 Introduction
- 11.1 Concept of Accountability in Public Administration
- 11.2 Types of Accountability: Political, Administrative, and Legal
- 11.3 Mechanisms of Accountability: Legislative Oversight, Administrative Reforms, etc.
- 11.4 Importance of Transparency in Public Administration
- 11.5 Let's Sum Up
- 11.6 References and Further Reading
- 11.7 Answers to Check Your Progress
- 11.8 Model Questions
- 11.9 Activity Sheet

11.0 Introduction:

# Chapter 12: Public Administration in the Age of Globalization

Chapter Structure:

- 12.0 Introduction
- 12.1 Impact of Globalization on Public Administration
- 12.2 Challenges and Opportunities in a Globalized World
- 12.3 Public Administration Reforms and Changes in Governance Practices
- 12.4 Examples from Different Countries
- 12.5 Let's Sum Up
- 12.6 References and Further Reading
- 12.7 Answers to Check Your Progress
- 12.8 Model Questions
- 12.9 Activity Sheet

12.0 Introduction:

## **Chapter 13: Public Administration and Ethics**

### Chapter Structure:

- 13.0 Introduction
- 13.1 Ethical Issues in Public Administration
- 13.2 Importance of Ethics and Integrity in Public Services
- 13.3 Codes of Conduct and Ethical Guidelines for Public Administrators
- 13.4 Examples of Ethical Dilemmas in Public Administration
- 13.5 Let's Sum Up
- 13.6 References and Further reading
- 13.7 Answers to Check Your Progress
- 13.8 Model Questions
- 13.9 Activity Sheet

### 13.0 Introduction:

# Chapter 14: Challenges in Modern Public Administration

## Chapter Structure:

- 15.0 Introduction
- 15.1 Key Challenges Faced by Public Administrators Today
- 15.2 E-Governance and the Role of Technology
- 15.3 Administrative Reforms and Innovations
- 15.4 Issues of Corruption, Red Tape, and Bureaucratic Inefficiency
- 15.5 The Future of Public Administration
- 15.6 Let's Sum Up
- 15.7 References and Further Reading
- 15.8 Answers to Check Your Progress
- 15.9 Model Questions
- 15.10 Activity Sheet

## 14.0 Introduction:

## **Topics for Assignment**

(Attempt any two):