

KARNATAKA STATE OPEN UNIVERSITY

Mukthagangothri, Mysuru-570006



**Department of Studies and Research in
Public Administration**

MA in Public Administration

I Semester



**INTRODUCTION TO THE
PUBLIC ADMINISTRATION**

BLOCK - 1



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Unit - 1 : Public Administration - Meaning, nature Scope and Importance,

Structure:

- 1.0 Objectives
- 1.1 Introduction
- 1.2 Meaning and Importance of public administration
- 1.3 Nature and scope of public administration.
 - 1.3.1 Nature of public administration
 - 1.3.2 Scope of public administration.
- 1.4 Significance of public administration
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- 1.6 Key words.
- 1.7 Answers to check your progress.
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1.0 OBJECTIVES

The main objectives of this unit is to

- Understand the meaning and Importance of Public Administration.
- Explain the nature and scope of Public Administration.
- Discuss the Significance of Public Administration.

1.1 INTRODUCTION

Public administration, as a branch of political science, is one of the social sciences. The study of public administration is assuming global importance and gradually occupying a significant place and position in the family of social sciences. With the expansion of the activities of modern state, public administration assumed great significance in modern society. The emergence of welfare state has added to the importance of this subject. In a word, the security and independence of the state and social and economic welfare of the people depend upon the effective and efficient functioning of the public administration. As prof. C.P. Bhambri says, “When public administration is so important in our daily life, its study is naturally worth undertaking”.

With this introduction, let us proceed to understand the meaning and definitions of public administration and to discuss its nature and scope in the following sections.

1.2 MEANING AND IMPORTANCE OF PUBLIC ADMINISTRATION

Meaning of administration:

Public administration is an important aspect of a more general concept of ‘administration’. Therefore, before understanding the meaning of public administration, it is necessary to understand the meaning of the word ‘administration’.

The English word ‘administer’ is derived from a combination of two latin words ‘ad’ and ‘ministrare’ meaning ‘to serve’, to look after or to manage. Literally, the term administration means management of affairs.

The concept of ‘administration’ is defined by various writers as follows,

Felix A. Nigro says, “Administration is the organisation and use of men and materials to accomplish a purpose”.

To L.D. White “The art of administration is the direction, co-ordination and control of many persons to achieve some purpose or objective”.

Pfiffner observes, “Administration is the organisation and direction of human and material resources to achieve desired ends”.

Herbert simon says, “Administration is the activities of groups co-operating to accomplish common goals”.

According to **George and Barkley**, “Administration is a process involving human beings jointly engaged in working towards common goals”.

The above definitions make it clear that ‘administration is a cooperative or collective effort to achieve common purpose.

Meaning and Importance of public administration:

The word ‘public’ in ‘public administration’ stands for government. So public administration is governmental administration. It is the management of affairs of the government at all levels national, state and local. Public administration is defined as “the organization and management of human and material resources to fulfill the objectives laid down by government”. It deals with the machinery and procedures of government activities. It is a means by which the policy decisions made by the government are carried out. It is the action part of the government.

The definitions given by important thinkers reveal the emphasis they lay on different aspects of public administration. There are some administrative thinkers who equate public administration with the implementation of law and public policy. According to Woodrow Wilson, the father of public administration, “public administration is the detailed and systematic application of public law, every particular application of law is an act of administration”. Wilson separates policy making from policy execution. According to him public administration is concerned with the application or executing of law. It is in no way concerns itself with the law making.

According to **Simon**, “By public administration is meant in common usage, the activities of the executive branch of national, state and local governments”. Simon’s definition takes a narrow view of public administration. He considers only executive branch of government within the scope of public administration.

According to **Prof. L.D. White**, “Public administration consists of all those operations having for their purpose the fulfillment or enforcement of public policy as declared by competent authority”. White also takes a narrow view by including the enforcement of policy and not policy making within the public administration.

In the words of **Diamock**, “Public administration is the fulfillment or enforcement of public policy as declared by the competent authority. Public administration is law in action. It is the executive side of the government”.

Thinkers like **Pfiffner** lay more emphasis on the coordinating role of administration. In his opinion public administration consists of “getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish the ends of government”.

F.A. Nigro's definition is more comprehensive one. He has defined public administration in the following words: Public administration,

- a. is co-operative group effort in a public setting.
- b. Overs all the three branches - executive, legislative, and judicial and their inter relationships.
- c. has an important role in the formulation of public policy and is thus a part of the political process.
- d. is more important than, and also different in significant ways from private administration.
- e. is closely associated with numerous private groups and individuals in providing services to the community.

Public administration is the non-political bureaucratic machinery of the government for implementing its laws and policies in action, e.g. the collection revenues, maintenance of law and order, running the railways and postal services, maintaining an army, running schools and hospitals etc. These are all acts of public administration.

To summarise, these definitions identify public administration with :

1. The formulation and implementation of public policies.
2. The executive branch of government.
3. Organisational structures and machinery of administration.
4. Administrative process.
5. Bureaucracy and its activities.
6. Co-ordination of group activity or social relationship.
7. Interaction between organisations and their environment.

1.3 NATURE AND SCOPE OF PUBLIC ADMINISTRATION

1.3.1 Nature of public administration:

The scholars of public administration have expressed two distinct views on the nature of public administration, namely **a. Integral view** and **b. Managerial view**.

a. The Integral view:

According to the integral view, public administration covers all the activities undertaken to accomplish the given objective. In other words public administration is the sum total of managerial, technical, clerical, manual and others which are undertaken by all the civil servants in all organisations, departments and agencies of the

governments. The activities of peons, clerks, assistants head clerks, supervisors, and managers, all are involved in the enforcement of public policy. Thus, public administration covers the work of all civil servants from the lowest to the highest ranking in all the branches of government. Prof. L.D. White upholds the integral view when he writes “public administration consists of all those operations having for their purpose the fulfillment or enforcement of public policy”. Diamock also supports this view. Thus, the integral view holds that public administration involves all the activities of all the personal engaged in the running of administration of the state. All the activities undertaken by all public officials constitute public administration.

b. The managerial view:

According to managerial view, public administration included only the managerial activities and not the technical, clerical and manual activities which are non-managerial in nature. According to this view the administration is really the function of the managers or top administrators who perform managerial functions in every organisation. Only the activities of such personal who are involved in the managerial functions like planning, co-ordination, control and the like constitute public administration. A peon or clerk cannot be accepted as a manager or administrator. Thus administration according to this view covers the activities of only the top persons. Luther gullick, simon, Thompson, Smithburg and some other scholars advocate the managerial view of administration.

In brief, “doing the work” is the integral view and “getting the work done” is the managerial view. Both integral view and managerial view deserve our attention as each contains truth. Neither can be rejected as a wrong. In fact, we can use both these views simultaneously. Thus public administration is both integral as well as managerial in its nature. Marshall and Diamock Gladly o Diamock, Koeling and several others uphold this synthetic view of the nature of public administration. Public administration admits both integral and managerial views. In developing countries like India public administration has to be studied with integral approach as 90% of the work originating at the clerical level is okayed at the top level - that is why the ‘clerk’ or ‘babu’ is considered as the kingpin of Indian administration.

1.3.2 Scope of public administration:

In its broader view the scope of public administration includes the activities of all the three branches (legislative, executive, judicial) of government. In its narrow sense it is concerned with only the executive branch of government.

There are scholars who limit the scope of public administration to the execution of public policy. On the other hand, there are thinkers who include policy making as well as policy execution in the scope of public administration.

The American authorities on the business and industrial administration hold that public administration is concerned with the managerial tasks alone. Willoughby divides the scope of public administration into five categories **1. General administration, 2. organisation, 3. Personnel, 4. Material and supply and 5. finance.**

The ‘POSDCORB’ view of scope of public administration:

Luther Gullick propounded the word “POSDCORB” to explain the scope of public administration. All the seven letters in ‘POSDCORB’ indicate seven managerial activities constituting public administration.

1. P - stand for ‘planning’, that is working out, in broad outline, things to be done, the methods to be adopted to fulfill the purpose.
2. O - stands for ‘organisation’ means establishment of structure of authority through which task to be accomplished is arranged into well-defined subdivisions.
3. S - stands for ‘staffing’ means appointment of suitable personnel for running the administration.
4. D - stands for ‘direction’ that is making decisions, issuing orders and directions for the guidance of the personnel.
5. CO - stands for ‘coordination’ means interrelating the work of various divisions, sections and other parts of the organisation.
6. R - stands for ‘reporting’ means keeping the superiors and subordinates informed and arranging for the collection of all sorts of information.
7. B - stands for ‘budgeting’ means preparation, enactment and execution of budget. It stands for the whole financial administration.

Subject matter view :

Gullick’s ‘POSDCORB’ view about the scope of public administration is technique oriented rather than subject oriented. Public administration not only deals with the administrative techniques but also with the various services performed by various governmental agencies for the people like defence, education, public health, social welfare, agriculture, police etc.. Which constitute the essence of public administration and they are the subject matter of administration. The nature of various governmental agencies and the services they perform are not similar, they differ from one another, and for instance, the work involved in the administration of education department differs from that of police or public works departments. They have their own problems and specialised techniques this aspect is ignored by the POSDCORB view. In fact both POSDCORB and subject matter view constitute the proper scope of public administration. They should not be considered as antagonistic but

complementary to each other. **Lewis Meriam** explained these two as two blades of the same scissors; both blades must be good to make an effective tool.

There are various other factors which are broadening the scope of public administration. In the **first place**, the nature of state has changed from political state of administrative and bureaucratic state and then to welfare state. Hence, the scope and role of public administration has increased considerably **secondly**, the scope of public administration is determined by the sphere of state activity. The value of governmental activities in turn depends upon people's expectations from the government. For instance in the laissez-faire state of the 19th century people's expectations were very few and public administration had very little to do, as the activities of the state or government were limited to the maintenance of law and order, defence and revenue collection. But in welfare state of today people expect many things from the government. As a result the state activities covers many social economic welfare service for the people. Therefore, in a welfare state the scope of public administration is very wide.

Thirdly, from 1990's of the 20th century people expecting 'good governance' in the era of L.P.G.. Liberalisation and privatisation imply decontrol, delicensing which have resulted in the shrinkage in the functions of government. Hence the scope of public administration is very limited in a state that accepts liberalisation and privatization. Thus, the scope of public administration varies with the peoples expectation from the government and their concept of good life.

1.4 SIGNIFICANCE OF PUBLIC ADMINISTRATION

Before discussing the importance or significance of public administration in modern state, it is not out of place to mention the factors contributing for the growing importance of public administration. Such factors are:-

1. Emergence of welfare and democratic state. **2.** Industrial revolution. **3.** Scientific and technological development. **4.** Economic planning. **5.** Rapid growth of population. **6.** Modern welfare-state. **7.** Increase in natural calamities and manmade disasters. **8.** Decline in social harmony, and increase in violence due to conflicts, communal riots, ethnic wars, terrorism etc have increased the significance of public administration.

The significance of public administration in the modern society may be analysed under the following heads.

1. Basis of government:

Public administration serves as the basis of government. A government can exist without legislature or an independent judiciary. But no government can exist without administrative machinery. Panl Appleby remarks "without administration government would be a discussion club".

2. As an instrument for implementing laws and policies:

Implementation of policies and laws of government is the main responsibility of the public administration. By implementing law it regulates the behaviour of the people in society. By executing public policies and programmes formulated by the state it delivers services and goods to the people. Thus, public administration acts as an instrument for translating, plans, laws, policies and programmes into reality.

3. Provides wide variety of services in the public interest :

Public administration in modern welfare state provides a large and wide variety of services for the people like security, national defence, education, health, transportation, social security, unemployment relief, housing, welfare of the weaker section and so on. It manages public enterprises and public utilities.

4. Participation in policy making:

Public administration plays an important role in policy making also. According to Diamock and Diamock “in the modern world bureaucracy is the chief policy maker in government”. In modern democracies public administrator participate in policy making by rendering advice to ministers and providing them necessary information that is facts and figures which are relevant for policy formulation.

5. Public administration is a great stabilizing force in society:

Public administration preserves stability in society and government by settling social tensions and conflicts and thus creates social unity and harmony. Public administration is responsible for the maintenance of peace and stability in the society.

Public administration is a great stabilising force in case of change of government every now and then due to elections, revolution or coups. According to Ramsay Muir “while governments may come and go, ministers may rise and fall, the administration of the country goes on forever, thus public administration provides continuity when government changes. Policies of the government are continuously executed.

6. It is an instrument of social change and economic development:

Public administration is an instrument of social change and economic development especially in the third world countries. To achieve this objective administration undertakes stupendous task of bringing about social, economic and political equalities, eradicating poverty and strive for industrial and economic development of the country. It is a great instrument in the spread of education, eradicating untouchability, providing social justice, promoting social welfare etc..

Public administration is force which works for overall development and change. Building of bridges, roads, and railways, providing infrastructure to economy, facilitating services like banks, insurances etc.. is done by public administration. This is

very much important for social development. Public administration plays an important role in the formulation of economic plans and their successful implementation to realise economic growth and social change and welfare goals. Without efficient administration social and economic progress cannot be achieved.

7. Public administration is essential for the development of civilization :

Public administration is described as “the heart of modern civilization”. The civilized life depends upon the proper functioning of public administration. The elements of civilized life like security to life, liberty, and property as well as enjoyment of fruits of modern science and technology are made available to the people by public administration. Civilized life is not possible if there is a breakdown of public administration. **Donham** rightly said that “if our civilization fails, it will be mainly because of breakdown of administration”, thus public administration is highly essential to preserve and promote human civilization.

According to **Gerald Caiden**, public administration has assumed the following crucial roles in contemporary modern society. **1.** Preservation of polity, **2.** Maintenance of stability and order, **3.** Institutionalization of social and economic changes, **4.** Management of large scale commercial services, **5.** Ensuring growth and economic development, **6.** Protection of weaker section of society, **7.** Formulation of public opinion and **8.** Influencing public policies.

Check your Progress

1. Bring out the meaning and Importance of public administration.
2. Explain the nature of public administration.
3. Examine the scope of public administration in the era of liberalisation, privatization and globalisation.

1.5 TO SUM UP

The word ‘administration’ means to serve or to manage the affairs, there are different definitions of public administration and two views regarding the nature of administration - Integral and managerial.

Different views have been expressed regarding the scope of public administration. **1.** Broader view. **2.** Narrow view. **3.** POSDCORB and **4.** Subject - matter view. The scope of the state is ever widening and with that the scope of public administration is bound to increase.

Various arguments for and against the science of public administration have been put forward public administration is an inexact science.

1.6 KEYWORDS

Police state - a country where the government controls the people through the police.

Welfare state - a state in which the government provides a wide range of free services and security to those who need them.

Science - a systematised body of knowledge which is acquired by observation, experiment.

1.7 ANSWERS TO CHECK YOUR PROGRESS

1. See section - 1.2

1. See section - 1.3.1

1. See section - 1.3.2

1.8 REFERENCE BOOKS

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Unit - 2 : Evolution of Public Administration and its relationship with other Social Sciences

Structure :

- 2.0 Objectives
- 2.1 Introduction
- 2.2 Evolution of Public Administration - Stages in the evolution
- 2.3 Relationship of Public Administration with other social sciences.
 - 2.3.1 Public Administration and Political Science
 - 2.3.2 Public Administration and History
 - 2.3.3 Public Administration and Economics
 - 2.3.4 Public Administration and Sociology
- 2.4 To sum up
- 2.5 Key words.
- 2.6 Answers to check your progress.
- 2.7 Reference books.

2.0 OBJECTIVES

The main objective of this unit is to –

- Appreciate and summarize the importance of the evolution of Public Administration.
- Explain the different stages of the evolution of Public administration as a subject of academic study.
- Discuss the relationship of Public administration with other social sciences like political science, history, economics and sociology.

2.1 INTRODUCTION

As an activity public administration is as old as man himself. But as a subject of academic studies public administration has a recent growth that is in the last quarter of the 19th century. Earlier various books were written on administration like Plato's, 'Republic', Aristotle's, 'Politics', Machiavelli's, 'Prince', Kautilya's 'Arthashastra', Hobbes's 'Leviathan' etc.. Towards the end of the 18th century in U.S.A the meaning and scope of public administration was defined for the first time by Hamilton in his book the Federalist, Charles Jean Bounin's principles de administration public is considered as the first separate treatise on the subject of public administration.

However, these developments could not give birth to the new discipline till woodrow wilson wrote his historic article "The study of Administration".

Social sciences study various aspects of human activity in the society. The social sciences include political science, History, Economics, Sociology, Psychology public administration, law and so on. Since all these disciplines study man in society, they are closely related and interdependent. To understand the proper role of public administration in society, the student should study its relationship with other social sciences. With this introduction, now let us proceed to discuss the different stages of evolution of public administration and its relationship with other social sciences.

2.2 GROWTH OR EVOLUTION OF PUBLIC ADMINISTRATION - STAGES IN THE EVOLUTION

Public administration as a separate subject of study originated and developed in the U.S.A. The evolution or the growth of discipline of public administration can be studied in phases or stages described below.

1. Stage - I: 1887 to 1926 (Politics - Administration Dichotomy):

The first stage in the growth of public administration began with the publication of Woodrow Wilson's essay "The study of administration" in 1887. Wilson laid the foundation for a systematic study of public administration. In his essay Wilson

emphasized the need for separate, independent and systematic study of public administration. Hence, he is regarded as the father of public administration. Wilson was the originator of “Politics - Administration”, dichotomy which was the basic theme of the first phase in the evolution of public administration. He argued that politics is concerned with policy making, while administration is concerned with the execution of policy decisions.

Another major development in this phase was publication of Frank J. Goodnow’s book on “Politics and administration” in 1900 which supported Wilson’s theme. Goodnow argued that politics and administration are two distinct functions of government. He observed that the function of politics is expression of the will of the state and that of administration is to execute these policies. It was really since the beginning of the 20th century that the systematic study of public administration began.

Publication of L.D. White’s book “Introduction to the study of public Administration” in 1926 was the first text book on the subject. This book also laid stress upon the dichotomy of politics-Administration. Thus, it reflected the dominant theme of the period and highlighted that the efficiency and economy should be watch words of public Administration.

2. II Stage - 1927 - 1937 Era of Principles:

This period started with the publication of “Principles of Administration” by Willoughby in 1927. The scholars of this period felt the need for search of principles of public administration, which could be applied to increase efficiency and economy in public administration. Willoughby in his book argued that in administration there are certain principles which can be applied as a solution to the problems of efficiency and economy. The other important publications during this period reflecting the central theme of this period (viz the principles of administration) are Fayol’s “General and Industrial Management”, Mooney and Railey’s “Principles of organisation”, Follets “Creative experience” etc.. In 1937 there came a book (Papers on science of administration). In this book the principles of ‘POSDCORB’ were propounded. Truly, this period is called “golden era of principles” because public administration reached its zenith during this period and public administration commanded a high degree of respectability.

3. III Stage - 1938 to 1947 (Era of Challenge) :

Politics - Administration dichotomy and the principles of public administration were challenged during this period. The central theme of this period was the advocacy of human relations and behavioural approaches to the study of public administration.

The notable publications during this period which challenged or criticised the traditional public administration were Chester Barnard’s “The functions of the executive”, Herbert Simon’s book “Administrative Behaviour”, Robert Dahl’s book

“The science of public administration - three problems”. Dwight Waldo’s book “the administrative state”, etc.. Bernard in his book stressed the importance of informal factors and psychological and behavioural factors in the organisational analysis. Herbert Simon questioned the principles of public administration and criticised them as myths and naturalistic fallacies and proverbs. Simon advocated the behavioural approach to public administration to make it more scientific. Robert Dahl emphasised environmental effects on administrative behaviour. He suggested comparative study of different administrative systems of various countries. Dwight Waldo, John Gaus, and F.M. Marx have rejected the politics administrative dichotomy and advocated psychological and behavioural factors in the study of public administration

4. IV Stage : 1948 to 1970 - Crisis of Identity :

The period starting from 1948 is called the crisis of identity in the development of public administration, due to the rejection of politics administration and the principles of public administration. Here Prof F.W. Riggs presented a comparative study of public administration. After 1960, emphasis is being placed on behavioural, decision making, comparative, ecological and functional structural approaches. Prof Argyris, Renis Likert, Douglas McGregor etc.. have made new human relations popular. It was a period when the public administration had entered into post behavioural age. In this decade a concept of “development administration” was put forward by Edward Weidner. The greatest innovation was the emergence New public administration.

5. V Stage - 1971 to 1990 - Public Policy prospective:

During this phase public administration became truly interdisciplinary in nature. During this stage public administration started regaining its separate identity once again. The main theme of this period was that public administration was identified itself with the policy science. Writers on public administration have shown much interest in policy making process. Policy making and decision making have become primary areas of study in public administration. Traditional politics - administration dichotomy has become an ‘outworn credo’.

6. VI Stage - 1991 - Onwards - Recent Phase :

This period in the growth of public administration has the following dimensions like **1. NPM, 2. Governance, 3. Debureaucratization, 4. Role of NGOs/ Civil society, 5. L.P.G, 6. gender related issues** etc..

During 1990s public administration entered a phase in which the role of bureaucracy was de-emphasised and market mechanism was preferred for delivery of goods and services. The role of state has changed. The ‘roll back of state’ has taken place and government now becomes a regulator and the concept of ‘minimal state’ has emerged.

2.3 RELATIONSHIP OF PUBLIC ADMINISTRATION 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.

2.3.1 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.

Like wise, 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 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.

More over 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.

2.3.2 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 organisation.

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

1. 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 mauryas, 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 of the administrative systems that period drab and bone-dry. 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.

2.3.3 Public Administration and Economics:

These have 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 governments 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.

2.3.4 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 behaviour of the groups which is essential to public administration.

Thus, social environment affects the public administration intimately, especially in developing countries. The behaviour 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 resulting in inefficiency. 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 has replaced traditional social control exercised by families, caste and religious organisations.

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 background of developing country, administration cannot be purposeful and yield positive results.

Check your Progress

1. Trace the evolution of the discipline of public administration with emphasis on Important phases.
2. Explain the relation of public administration with, **1.** Political Science, **2.** History and **3.** Economics.
3. Bring out the relation between the public administration and sociology.

2.4 TO SUM UP

To sum up, public administration is related to all social sciences. Its study is incomplete without realising its relationship with other social sciences. It is maintaining its separate identity but it will have to work in close co-operation with other disciplines in social sciences for successful outcome of administrative efforts.

Public administration operates in society, polity and economy. Since the late 1970's the discipline of public administration has been influenced by many social sciences, as such public administration has emerged as inter disciplinary in nature. The discussion in this unit clearly brings out the inter related nature of the social phenomenon and its knowledge.

2.5 KEYWORDS

Dichotomy - Separation between two things

Phase - Stage in the process of development

Minimal State - Very small

Drab - Colour of mud - dull light - brown

Bone dry - Totally dry.

2.6 ANSWERS TO CHECK YOUR PROGRESS

1. See section - 2.2
1. See sub-section - 2.3.1 to 2.3.3
1. See sub - section - 2.3.4

2.7 REFERENCE BOOKS

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Unit - 3 : Comparative Public Administration and Development Administration

Structure :

- 3.0 Objectives
- 3.1 Introduction
- 3.2 Comparative public administration (CPA)
 - 3.2.1 Meaning and nature of CPA.
 - 3.2.2 Scope of CPA.
 - 3.2.3 Significance of CPA.
- 3.3 Meaning and Definition of development Administration.
- 3.4 Features of development administration.
- 3.5 Concept of administrative development.
- 3.6 To sum up
- 3.7 Key words.
- 3.8 Answers to check your progress.
- 3.9 Reference books.

3.0 OBJECTIVES

The objectives of this units is to –

- Explain the meaning and nature of CPA.
- Describe the scope of CPA.
- Examine the significance of CPA.
- Understand the concept of development administration.
- Discuss the features of development administration.
- Understand the concept of ‘Administrative development’.

3.1 INTRODUCTION

CPA is a Post-World War development in the study of public administration. However, long back in 1887 Woodrow Wilson in his essay “The study of Administration” emphasised the need for CAP. Recently, as in 1947 Robert Dahl in his essay “the science of administration” called for more research in CPA. He said “unless the study of public administration is comparative, its claim for a science is superficial”. Serious efforts to undertake comparative studies in public administration really began in 1950’s. The golden decade in the history of CPA was 1960’s. Ferrel Heady, Alfred Diamant, J.M. Goms, F.W. Riggs and others have contributed to the growth of CPA.

In the post war II period a number of factors such as the emergence of newly independent nations in Asia and Africa, the extension of American technical assistance programmes to the third world nations, the visiting of American administrative teams to the developing countries and to study their administrative systems, recent globalization of economy and rapid development in science and technology and information technology etc.. have contributed to the growth of the CPA.

The term development administration is of recent origin. It was first coined by an Indian scholar U.L. Goswami in 1955. However, George F. Grant, an American scholar, is regarded as the father of the concept of development administration. The concept of development administration is very much related to the administration of developing countries of Asia, Africa and Latin America after the II world war the newly emerged independent third world countries faced many problems like poverty, illiteracy, poor health, lack of industrial development, socio-political instability, ethic conflicts and so on. The governments of these countries assumed many developmental functions in order to solve various problems faced by them and to bring socio-economic progress and nation building. In this context the concept of development administration was born, from mid-1960’s onwards. The writings of a number of American scholars such as Weidner, Riggs, Ferrel Heady, Lucian Pye, John D. Montgomery and many others have contributed to the growth of development administration.

With this introduction, let us proceed to explain the meaning, scope, significance of CPA as well as meaning and features of development administration.

3.2 COPARATIVE PUBLIC ADMINISTRATION

As stated above CPA is recent concept under the scope of public administration. The comparative approach which was employed for the study of public administration and development has helped to develop the concept of CPA.

3.2.1 Meaning and Nature of CPA :

1. “Comparative public administration is a study of public administration on a comparative basis”. This definition given by **Raphael** is vague. It fails to tell us anything about the content of CPA.
2. **Prof. T. N. Chaturvedi** has defined CPA as “comparative study of administrative institutions of different countries”.
3. The comparative administrative group (CAG) defined CPA as “the theory of public administration applied to diverse cultural and national settings and the study of factual data by which it can be examined and tested”. This definition is somewhat a more satisfactory one. It emphasises cross cultural comparison.
4. In simple terms CPA may be defined as cross-cultural or cross-national public administration. It means the study of public administration across and within the governments around the world. Thus, the CPA refers to a comparative study of government administrative systems functioning in different cultural and geographical settings. It is a comparative study of diverse administrative systems.

In fact, CPA is such comparative study of diverse administrative systems, on whose conclusion efforts are made to make public administration most scientific.

Nature of CPA or Features of CPA :

The following are the important features of CPA.

1. CPA is new field of study. It is relatively a young sub-field of public administration. It emerged only in 1960's.
2. It is in the pre paradigmatic stage of development. It is characterised by diversity of approaches and the absence of an accepted model or paradigm. The existence of diverse approaches to the study of CPA is due to different disciplinary contributions.
3. CPA has close links with the study of comparative politics. In fact work in CPA has closely followed comparative approach to political science had an impact on public administration.

4. CPA reflects an ecological outlook, the CPA is concerned with interaction between an administrative system and its external environment.
5. The CPA emphasises empirical study based on collection of facts about structural patterns and behaviour of administrative systems.
6. CPA is closely related to development administration which centres on developing nations of the third world.
7. Regarding the nature of CPA F.W. Riggs identified three trends. a) a shift from normative approach to empirical approach. b) a shift from ideographic studies (one nation studies) to nomothetic studies (universal studies). c) a shift from non-ecological studies to ecological studies.
8. CPA has widened the horizons of public administration by making it broader, deeper and useful.

3.2.2 Scope of CPA :

The scope of CPA is broad. It includes various types of studies concerned with the government and public organizations such as 1) cross-national, 2) Intra-national, 3) Inter institutional, 4) cross-cultural and 5) cross-temporal.

When two or more administrative system of different countries are compared it is called cross - national. For example comparing the training system of civil service or municipal administration of U.K, India, France are compared it is known as cross-national.

An analysis of comparative study among various administrative systems functioning within a country is an international. For example comparison of district administration of Karnataka and Andra pradesh.

Intra-institutional involves a comparison of two or more administrative of Ministry of Foreign Affairs with the Ministry of Home Affairs.

A cross-cultural comparison of administrative system involves countries with different cultures. For example comparing administrative system of people Republic China with that of USA or UK.

Cross-temporal involves comparison of administrative system of a particular country at different periods of time. For example a comparison between the administrative system of Mughals with British India can be studied on comparative basis.

Besides, the scope of CPA includes macro level, middle range level and micro level studies. Under macro level study the comparison of whole or total administrative system of a country with that of another country is included. This is a broader scope of CPA.

Under middle range study greater part of administrative system of country is compared, for example local government of India, U.K or personnel system of India and U.K. This study is neither complete study of administrative system nor minute part of administration.

Under micro level study some specific department or specific procedures of the department of one state are compared with those of another state. For example training of public personnel in India is compared with that of U.S.A or U.K. Now a day's micro level study is more popular in CPA.

The CPA deals with the comparison of administrative process of democratic governments of developed and developing nations. The scope of CPA also includes the comparative study of functional administration such as educational administration social administration, Economic administration etc..

3.2.3 Significance of CPA :

The significance of CPA has been recognised by almost all the civilized countries of the world. The CPA is endeavoring to make public administration scientific and purposeful. The study of CPA is useful in many respects.

1. The study of CPA helps to understand the individual characteristics of administrative systems working in different nations and cultures.
2. It helps in explaining factors responsible for cross-national and cross-cultural similarities and difference in administrative systems.
3. CPA has broadened the horizons of public administration. By studying various administrative in their ecology it has made the scope of public administration more scientific.
4. Through CPA we learn about administrative procedures and practices followed in various nations and then we can try to adopt those practices which can fit in our country and systems.
5. It is useful for scientific and systematic study of public administration and for improving our knowledge about administrative institutions and practices in other countries.
6. Through its study, administrators and policy makers can examine causes for success or failure of particular administrative structures and patterns in different environmental settings. It is easy to find out as to which important environmental factor helps in increasing administrative effectiveness.
7. CPA is useful to explain the differences in the behaviour of bureaucrats and bureaucracies and evaluate their comparative performance in different countries.

Prof. T.N. Chaturvedi suggested the following merits of study of CPA.

- a. It has helped to eliminate the narrowness of provincialism and regionalism.
- b. It had broadened the field of social science research which was previously limited to natural cultural bounds.
- c. It has brought greater scientific outlook in theory building.
- d. It has played an important role in making subject of public administration broader, deeper and useful.
- e. It has brought politics and administration closer to each other.

Thus the significance of the study of CPA is well accepted today. It has now established itself as one important branch (sub-field) of public administration. The subject of CPA virtually constitutes a study in the direction of the expanding horizon of public administration.

3.3 MEANING AND DEFINITIONS OF DEVELOPMENT ADMINISTRATION

The administration concerned with development activities is called development administration. The development administration is concerned with the developmental plans, policies, programmes and projects undertaken by the governments of developing countries to bring about speedy socio-economic changes.

Writers on development administration have defined it in different ways :

1. According to **Montgomery**, development administration is concerned with the planned change in economy, agriculture, industry and in social service especially health and education.
2. According to **Merle Fainsod**, “development administration embraces the array of new functions assumed by developing countries embarking on a new path of modernisation and Industrialisation”.
3. **Edward Weidner** defines development administration as “an action-oriented, goal oriented administrative system”. He says that development administration is concerned with the process of guiding an organisation toward the achievement of progressive political, economic and social objectives that are authoritatively determine”.
4. According to Riggs, development administration “refers to the administration of development programmes, to the methods used by large scale organisations/governments to implement policies designed to meet their developmental objectives”.

5. In the words of **George F. Gant**, “development administration is the administration of policies, programmes and projects to serve development purposes”.

From the above definitions, it is clear that development administration is concerned with achieving national development in poor third world countries. The primary goals of development administration are to promote economic growth, and social transformation in the direction of modernity, promoting social justice through equitable distribution of social and economic benefits among various social groups in society, development of a sense of nationhood, modernisation of administration etc.. Since 1960, the objectives of development of development administration have been changing. These include – **1.** Provision of education, **2.** Safeguarding public health, **3.** Conservation and proper utilization of natural resources, **4.** Preserving forests, **5.** Promoting wild life, **6.** Elimination of poverty, unemployment, inequality and so on.

Scope of Development Administration:

The scope of development administration covers both administration of development viz the activities initiated by government to achieve social reconstruction and economic development and the development of administrative capabilities.

The scope of development administration includes

1. Extension and community services that is technical, institutional and financial services provided by the government agencies and the services provided by voluntary organisations.
2. Project management that is preparation and implementation of various projects in the field of irrigation, power, production of goods to achieve developmental goals.
3. Area development that is development of specific areas like tribal area, hilly area or any backward area.
4. Urban development to secure the effective working of municipal institutions to improve civic life.
5. Personal development includes the development of bureaucratic capabilities that is development of skills, character and motivation of personnel engaged in development activities.

The scope of D. A. today extends to implementing the central and state plans in various sectoral areas of health, sanitation, cottage industries, employment generation, agricultural development, women and children care activities. Thus, the scope of D.A. is very wide as it covers many areas and activities.

3.4 FEATURES OF DEVELOPMENT ADMINISTRATION

The most important characteristic features of development administration are noted below.

1. Goal oriented:

D.A. is a goal oriented administration. It is oriented to the achievement of certain predetermined goals, that is achieving progress in social, economic, political and cultural goals. Its performance is directly related to the productivity.

2. Change oriented:

The central concern of D.A. is to bring about social-economic transformation rather than the maintenance of status - quo.

3. Result orientation:

It aims at achieving physical targets of developmental policies and specific programmatic results.

4. Time orientation:

D.A. has concern for completion of developmental programmes and projects within time limit.

5. Client orientation:

D.A. is a client oriented or a beneficiary oriented administration. It aims at providing maximum benefits of its services to the every people for whom administrative organisation is designed. It is people oriented administration and accords primacy to the needs of its beneficiaries.

6. Commitment:

This involves high morale and motivation in work situation to achieve developmental goals. The administrators are expected to be committed, or involved and emotionally attached to the job entrusted to them. They should be highly motivated to complete the projects within the time limits. This requires attitudinal change.

7. Innovation:

D.A. is concerned with the improving the administrative structure, procedures, methods for effective realisation of developmental goals.

8. People's participation:

D.A. is concerned with the enlisting the people's support and active participation of the people in the formulation and implementation of development programmes. In identifying goals, prescribing objectives, formulating plans, implementing projects and evaluating performance, the role of the people is of utmost importance. Meaningful

citizens participation calls for creating institutions such as panchayat raj. That is why panchayat raj, block level and district level planning are gaining importance in development administration in India. Thus, development administration aims at the bottom up approach.

3.5 CONCEPT OF ADMINISTRATIVE DEVELOPMENT

Development administration has two aspects – **1.** Development administration or administration of development and **2.** Development of administration or administrative development.

1. The administration of development or development administration refers to the administering the developmental programmes that aim at socio-economic transformation of society. It refers to the administration as an instrument of national development and implementation of developmental programmes, projects and policies. This implies raising national income, improving public health, constructing dams, power plants irrigation projects and undertaking many other developmental tasks of national importance.
2. The administrative development or development administration, on the other hand, is concerned with the reforming, improving and strengthening of administrative capabilities of administrative system. It is concerned with the improving and modernising administrative machinery through administrative structures, procedures, behavioural changes among administrators.

These two aspects of D.A are inter related and interdependent. Their simultaneous presence is needed for successful of developmental programmes in the third world countries. According to Riggs, the reciprocal relatedness of these two aspects involves a chicken and egg type of causation.

Normally, administration cannot be improved very much without changes in the environmental infrastructure that hampers its effectiveness, and environment itself cannot be changed unless the administration of developmental programmes is strengthened.

Check your Progress

1. Explain the meaning and nature of CPA.
2. Discuss the scope of CPA.
3. Bring out the significance of CPA.
4. Explain the meaning, objectives and the scope of development administration.
5. Bring out the features of development administration.

3.6 ANSWERS TO CHECK YOUR PROGRESS

1. See sub-section - 3.2.1
2. See sub-section - 3.2.2
3. See sub-section - 3.2.3
4. See section - 3.5
5. See section - 3.6

3.7 TO SUM UP

Comparative public administration is a recent concept under the scope of public administration. It is the comparative study of functioning of administrative system of different countries of the world. In this Unit, we have examined the meaning and nature of Comparative Public Administration and its scope and significance. We have also examined the different approaches to the study of Comparative Public Administration.

Development administration is a new dimension of public administration. We have studied in this unit the meaning and definition of Development Administration and its important elements. It is a dynamic concept which aims to bring about social, economic and political changes in the society.

3.8 KEY WORDS

Ethnic - Related to race or tribe.

Array - Variety

Innovation - Something new

Client - Person who gets help.

Horizon - Limit of one's experience or thinking.

Transparency - Being transparent or candid.

Responsive - Responding, sensitive.

Gamut - Whole extent.

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Unit - 4 : New Public Administration - Meaning and New Public Management

Structure:

- 4.0 Objectives
- 4.1 Introduction
- 4.2 Meaning of new public administration.
- 4.3 Features of new public administration.
- 4.4 Comments on new public administration.
- 4.5 Meaning and basic theme of New Public Management perspective.
- 4.6 Features or goals of N.P.M.
- 4.7 Impact of NPM.
- 4.8 To sum up
- 4.9 Key words.
- 4.10 Answers to check your progress.
- 4.11 Reference books.

4.0 OBJECTIVES

The main objective of this unit is to -

- Explain the meaning and nature new public administration.
- Describe the main features of new public administration.
- Make comments on new public administration.
- Understand the meaning of concept of NPM and its basic theme.
- Explain the salient features of NPM.
- Examine the impact of NPM on different countries.

4.1 INTRODUCTION

Since its formal birth in 1887 public administration has witnessed reform movements. The first such reform movement occurred after Second World War, which came to be known as the new public administration. The new public administration is a systematic protest against traditional administration.

Public administration was expanding ever since the Second World War. Due to the expansion of field of public administration, new changes and new concepts in the field of public administration have given a distinct shape and form to public administration. This new form of public administration came to be known as “New public Managerialism” which is variously called as ‘Manage realism’, ‘Market based public administration’, ‘Entrepreneurial government’ etc.. The term NPM was coined by Christopher Hood in 1991. Another important contributor is Gerald Caiden. However the book *Reinventing Government* (1992) written by David Osborne and Ted Gaebler, gave birth to the N.P.M. Some notable scholars contributing to NPM are P. Hoggett, C. Pollitt, R. Rhodes, R.M. Kelly and L. Terry.

With this introduction let us proceed to discuss in the following sections, the meaning and features of new public administration and New Public Management.

4.2 MEANING OF NEW PUBLIC ADMINISTRATION

The term new public administration was used to describe new philosophical outlook for public administration. The new public administration is a protest against traditional administration. The traditional principles of public administration viz.. ‘efficiency’ and ‘economy’ were found inadequate and incomplete goals of administrative activity. The new public administration is a movement inspired by younger scholars of public administration in U.S.A who challenged several principles

of public administration. They wanted to make public administration sensitive towards the goals of social services and social welfare which have assumed great importance. So administration must be human being oriented and its approach should be value based. The new public administration is a break from the traditional concept of public administration and stressed the obligations of public administrations to be concerned with values, ethics and morals. The key note of new public administration is an intensive concern for social problems of the day. It emphasised on relevance, personal morality, social equality, anti-bureaucratic philosophy and concern for client. In the words of Dwight waldo, “New public administration is a some sort of movement in direction of normative theory, philosophy social concern and activism”.

4.3 FEATURES OF NEW PUBLIC ADMINISTRATION

Before we discuss the features or themes/goals of new public administration, let us briefly discuss the major land marks in the growth and emergence of new public administration in U.S.A.

- a. The Honey report on Higher education for public services, 1967.
- b. The Philadelphia conference, 1967.
- c. The Minnbrook conference-I 1968.
- d. Publication of “Toward a new publication administration, the Minnbrook perspective”, edited by Frank Marini, 1971.
- e. Publication of “public administration in a time of Turbulence”, edited by Dwight waldo, 1971.
- f. Minnbrook conference-II, 1988.

Features or major themes or goals of new public administration:

The major themes or features of new public administration are, **1. Relevance, 2. Values, 3. Social equity, 4. Change, 5. Concern for clients, 6. Anti-Bureaucratic.** These may be explained as follows.

1. Relevance:

Relevance is an important theme of N.P.A. The traditional public administration has been interested in efficiency and economy and was becoming irrelevant because it had little to say about contemporary problems and issues. The advocates of N.P.A insisted that public administration should be relevant to the needs of the society and deal with real life issues such as urbanism, slums, riots, violence, environmental

pollution, and so on. They wanted that administrators should be exposed to real life problems and take an active part in analysing them and suggest suitable remedies. Thus, it was felt seriously that public administrative system should be more relevant towards the changing social needs.

2. Values :

The N.P.A lays great emphasis on normative concern in public administration. It is more concerned with values, issues of justice, freedom, equality and human ethics. The NPA rejects the concept of value free or value neutral in a public administration. It stressed the central role of personal and organisational values and ethics in administration. The goals of administrative efforts should be selected more consciously and deliberately on moral grounds. According to NPA, the administrators cannot be value neutral or partial in administering social and economic programmes.

3. Social Equity:

The realisation of social equity is the main purpose of N.P.A. Social equity means that public administrators should become the champions of the less privileged groups in society and provide more and better services to them. The advocates of NPA state that the purpose of public administration should be reduction of economic disparities among all social groups. The NPA advocated social equality through upliftment of backward classes. **Fredrickson** is of the opinion that social equality includes activities designed to enhance the political power and wellbeing of the underprivileged sections of the society. Therefore, the distributive justice and the goals of social equity should be the basic concern of NPA.

4. Change:

Social change is the motto of the NPA. Social change is necessary to bring about social equity. NPA opposes 'Status quo'. It considers that administration should act as an effective agency for bringing social transformation and development. Public administration can fulfill its commitment to social equity through social change.

5. Concern for clients :

The NPA is client focused administration. It requires administrators to be sufficiently interested in meeting human needs of those who receive government services or goods. The administrators should show efficiency not in the execution of policy, but in the delivery of public services in a humane manner. In the words of **Nigro** and **Nigro** client focused administration is recommended along with debureaucratisation, democratic decision making and decentralisation of administrative process in the interest of more effective and human delivery of public services. The NPA requires positive and proactive administrators. Conventional public administration,

according to Fredrickson, has to be restructured in order to be responsive to public needs.

6. Anti - bureaucratic philosophy:

The NPA is anti- bureaucratic and anti-hierarchical. Its advocates want to debureaucratise the government and replace it with more and more flexible, human and democratic form of organisation. The NPA calls for greater citizen's participation in administration through democratic decision making and decentralization of administrative process.

The foregoing discussion of the goals or features of NPA clearly indicates that new public administration is a break from the traditional concept of public administration, and stressed the obligations of administrators to be concerned with values, ethics, and morals. The keynote of NPA is an intensive concern for social problems of the day.

4.4 COMMENTS ON NEW PUBLIC ADMINISTRATION

Many issues brought out by NPA are not new. These have been raised by other scholars from time to time. But these have been advocated by the proponents of NPA very forcefully and with a strong commitment to social change. Their emphasis is on citizen participation in decision making, on normative values of social equity etc..

Secondly, the NPA has seriously shaken the traditional concepts and outlook of the public administration and enriched the subject. What is new in it is the advocacy of the social equity role recommended for the administrators.

The NPA has led to the following trends

- 1) The growing emphasis on social equity in public policies and administrative actions.
- 2) Devising institutional arrangement to facilitate increased public participation in administrative process like decision making, operation etc..
- 3) Adoption of new types of organisation and management practices and techniques to raise the administrative capability to deal with highly complex and numerous government tasks.
- 4) Strengthened client orientating in administration.

Because of these trends in administrative system, the scope of the study of public administration has increased considerably.

4.5 MEANING AND BASIC THEME OF NPM

The new public management (NPM) denotes all the methods and techniques employed to reform public administration since 1980's. The NPM believes in the primacy of the market and private sector management. The market is the dominant model of governance in the NPM scheme. It emphasises the vital role of the market as against the state as the key regulator of society and economy. It believes "That government is the best which governs least" thus supporting the superiority of the market over the state. In other words, the government should change from a doer of public activities to a distributor of public benefits and facilitator and promoter of change in society and economy. Marketisation is the feature of NPM.

NPM denounces the traditional model of administration woven around Max Weber. It follows that NPM is anti-bureaucratic. David Osborn and Ted Gaebler agree. They argued that they regard bureaucracies as redundant in the present simply do not function well in the fast changing society and economy of 1990's Vincent Ostrom asserts that bureaucracy is incapable of supplying public goods and services to the community.

The NPM suggests a series of changes or shifts in which the public sector should be organised and managed to meet the new challenges of L.P.G.

The NPM advocates efficiency, economy and effectiveness (3Es) along with flexibility and responsiveness in administration. For this it requires structural changes from rigid, hierarchic, rule-bound bureaucratic form of administration to flexible, sensitive, market based form of management.

The emphasis of NPM is on performance - appraisal, managerial autonomy, cost-cutting, output targets, responsiveness, accountability, market orientation, quality improvement, contracting out, flexibility, debureaucratisation, decentralisation, down-sizing and entrepreneurialism.

The central theme of NPM, as summarised by Osborn and Gaebler, is "We don't need more government, we need better government. To be more precise, we need better governance. Governance is the act of collectively solving our problems. Government is the instrument we use the instrument is outdated and it is time to remake it.

The NPM represents a synthesis of the public administration and private administration (business management).

4.6 FEATURES OR GOALS OF NPM

Osborne and Gaebler have identified the features or goals of NPM. These principles or goals can be a road map in designing government on broad principles of NPM.

1. Catalytic government:

The government should concentrate on catalysing the public sector, private and non-governmental sector into action to solve the social problems. It should not simply concentrate on providing services. The government should act as steerer rather than as a rower.

2. Community owned government:

The government should strengthened and empower the citizens, families and communities to solve their own problems. Hence, the government should take over various services from the control of bureaucracy.

3. Competitive government:

The government should promote competition between diverse providers of goods and services. Such competition increases the level or quality of performance and minimises cost.

4. Mission driven government:

N.P.M stands in contrast with traditional public administration. It requires that government should be more oriented towards achieving the goal of society. This means the traditional idea of rule oriented bureaucracy should be dropped for the goal oriented administration. In other words, it involves transforming rule-oriented government into goal oriented government.

5. Result oriented government:

The government should focus on outcomes or results and not on inputs. It measures the performance of its agencies by paying attention to results achieved or outcomes.

6. Customer - driven government:

The government should regard the clients as customers. It should meet and work towards customers and not bureaucracy. In other words, it involves the meeting of the needs of the customers, offering those choices, making services convenient and allowing them to make suggestions.

7. Enterprising government:

The government should put its energy into resources mobilization and earning money rather than spending money.

8. Anticipatory government:

The government should identify and prevent problems rather than cure them after they occur. "Prevention is better than cure".

9. Decentralized government:

Decentralization, for NPM, is not only political transfer of power but also delegation of authority to the lower levels of organisation to improve function. This decentralization demands managerial autonomy with corresponding responsibility.

10. Market oriented government:

The government should opt for market mechanism rather than bureaucratic mechanism. It should achieve goals not only by control and command but also by reconstructing markets.

The above ten principles are clear cut and straight forward characteristic features of NPM.

Anti - goals:

The NPM rejects the various concepts and principles of traditional public administration, these are :

1. Politics - administration dichotomy.
2. Hierarchical ridden organisation.
3. Over centralization of power.
4. Supremacy of rules in administration.
5. Impersonal nature of administration.
6. Rigidity in administrative process.

4.7 IMPACT OF N.P.M.

In 1980's and early 1990's in many countries remarkable changes took place in public sector management in response to NPM.

1. Structural changes, that is change from rigid, hierarchal and bureaucratic form of public administration to flexible, market based form of public management.
2. There is also remarkable change in the role of government in society and economy and there is in government - citizenship relationship. Attempts are

being made to find out what the citizens expect. In U.K. Singapore public sector organisations are setting performance targets, measuring performance and publicising results. For example, U.K.'s citizen - charter, that is statement of government's service quality commitment, launched by Prime Minister John, Major in 1991. Likewise, Singapore has set up a 'Service Improvement unit (SJU) in Prime Minister's office to keep watch on departmental efforts. In India, citizen's charter has been introduced in several organisation.

3. To achieve high quality standard of services the managers need more autonomy new public management stresses shifting of operating responsibility from the central departments to specific agencies. In U.K. Australia, New Zealand and Singapore steps have been taken towards devolutions of power at local level. Greater flexibility in working condition such as contractual appointment, work place bargaining etc. is being permitted in these countries. Organisational structures are being simplified and hierarchies are flattened to create conditions for more positive and productive managerial leadership.

In India system of 'Memorandum of understanding' in public sector enterprises have been adopted, under this MOU, public sector management has been given greater autonomy with operating responsibility. Under this system managers signing the MOU have been made responsible for achievement of set targets.

4. Rewards, such as pay structure, are based on the fulfillment of performance target. For example both in U.K. and New Zealand are moving from a term system to 'fixed term contract' system. In Canada, Australia and U.K. periodic review of government performance and programs are being undertaken.
5. In the area of human resources management, recruitment policy is being directed towards drawing the best available talent from market and for training them assuring them attractive salary and other allied benefits. U.K., Australia, Singapore are considering enhanced level of training. Information technology has been considering important facilitator to management.
6. NPM calls for more private sector involvement in activities which have been previously reserved for public sector. Privatization has been adopted as on official policy in some nations. U.K. has gone ahead with an aggressive policy of privatization. In India privatization has become a common affair in various sectors, NGO's are providing services in health, education, child care, woman's development etc. In Singapore telecom, airlines and shipyard have been privatized. Even in Bangladesh, role of Grameen Bank in providing micro level credit to the rural poor and women has attracted international attention. There are

examples of public-private joint venture (Singapore - India) removing the traditional rigidity about the public sphere.

4.8 TO SUM UP

The new public administration is a movement inspired by younger scholars of public administration in U.S.A who challenged the principles of traditional administration. The NPA is a systematic protest against traditional administration. The movement for NPA marked the turning point in the growth of public administration. The aim of NPA is to make public administration sensitive towards the goals of social services and social welfare which have assumed great importance.

New public management refers to a new technique of public sector management. It emphasizes borrowing of private management tools to solve the problems of public sector. The NPM believe in the primary of market and private sector management. The key concerns of NPM are downsizing the bureaucracy, debureaucratisation process, decentralisation of decision making, new managerialism, privatization, performance evaluation etc.

Check your Progress

1. Explain the meaning and nature of new public administration.
2. Comment on the features or goals of NPA.
3. Explain the meaning and basic theme of NPM.
4. Discuss the features or goals of N.P.M.
5. Discuss the impact of N.P.M. in the contemporary period.

4.9 KEY WORDS

Entrepreneurial - Industrial enterprise.

Catalytic - Substance which accelerates a change.

Shrunk - Becoming smaller.

Primary - Highest position

Self - aggrandizement - Increasing one's own power.

4.10 ANSWERS TO CHECK YOUR PROGRESS

1. See section - 4.2
2. See section - 4.3
3. See section – 4.5

4. See section – 4.6

5. See section – 4.7

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