

**SUBJECT PAPER: PRINCIPLES OF PUBLIC ADMINISTRATION**

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**CLASS: II B.A., PUBLIC ADMINISTRATION**

**UNIT I**

**Meaning nature and Scope Debate on 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.

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.

J.M. Pfiffner and R. Presthus "Administration is the organisation 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".

Woodrow Wilson Public administration is the detailed and systematic application of law. Every particular application of law is an act of administration.

L.D. White "Public administration consists of all those operations having for their purpose the fulfilment or enforcement of public policy".

Public Administration: •is co-operative group effort in a public setting; •covers all three branches- executive, legislative, and judicial, and their inter-relationships; •has an important role in the formulation of public policy and is thus a part of the political process; •is different in significant ways

from private administration; and •is closely associated with numerous private groups and individuals in providing services to the community”.

- is the business side of government and as such concerned with policy execution, but it is also concerned with policy-making;
- covers all three branches of government, although it tends to be concentrated in the executive branch;
- provides regulatory and service functions to the people in order to attain good life;
- differs significantly from private administration, especially in its emphasis on the public; and
- is interdisciplinary in nature as it draws upon other social sciences like political science, economics and sociology.

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 realise the objectives of the organisation. 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, organising, 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 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, Organisation, Staffing, Directing, Co-ordinating reporting the Budgeting. Planning means the working out in broad outline the things to be done, the methods to be adopted to accomplish the purpose.

Organisation 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 organisation. 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.

## **Public and Private Administration**

John Gaus, Ludvig Von Mises, Paul H. Appleby, Sir Josia Stamp, Herbert A. Simon, Peter Drucker, etc., in their writings, have made distinction between public and private administration. According to Simon, the distinction between public and private administration relates mainly to three points:

- Public administration is bureaucratic whereas private administration is business like
- Public administration is political where as private administration is non-political; and
- Public administration is characterised by red-tape where as private administration is free from it.

Felix A. Nigro has pointed out that government is also different from private organisation, as no private company can equal to it in size and diversity of activities. According to Sir Josiah Stamp, the four principles, which differentiate public from private administration, are:

- Principle of Uniformity: Common and uniform laws and regulations mostly regulate public Administration.
- Principle of External Financial Control: the representatives of the people through a legislative body control Government revenues and heads of expenditure.
- Principle of Ministerial Responsibility: Public administration is accountable to its political masters and through them to the people.
- Principle of marginal Return: The main objective of a business venture is profit, however small it may be. However, most of the objectives of public administration can neither be measured in money terms nor checked by accountancy methods.

According to Paul H. Appleby public administration is different from private administration. He remark, "In broad terms the governmental function and attitude have at least three complementary aspects that goto differentiate government from all other institutions and activities: breadth of scope, impact and consideration; public accountability; political character. No non-governmental institution has the breadth of government. Appleby notes that the political character of Public Administration differentiates it from private administration. Public Administration is subject to political direction and control. This is the primary distinction between the two. He further argues, "Administration is politics since it must be responsive to the public interest. It is necessary to emphasise the fact that popular political processes, which are the essence of democracy, can only work through governmental organisation, and that all governmental organisations are not merely administrative entities, they are and must be political organisms."

## **Is Public Administration Science or Art?**

At a first glance it seems easier to accept public administration as an art. It is just the administration of Government affairs and for most part it does not follow the laws of Science like absence of normative value, predictability of behavior and universal application.

public administration an integrating science, and stated that public administrators should be concerned with both theory and practice. He argued that public administration is a science because knowledge is generated and evaluated according to the scientific method.

Public administration must be understood to be science because a scientific approach to its study can be used. It is not a science to the extent that it has preciseness or universal validity of laws or principles. ... Public administration is primarily a science of observation rather than experiment.

It is considered as a science because it has an organized body of knowledge which contains certain universal truth. It is called an art because managing requires certain skills which are personal possessions of managers. Science provides the knowledge & art deals with the application of knowledge and skills.

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### **Relation to other Social Sciences**

Public Administration as a discipline is only about 100 years old. It got separated from Political Science a few decades ago. It has close relations with other Social Sciences. It owes its emergence to Political Science, But as it is finding it difficult to sustain itself as an independent discipline.

Psychology is the study of human behaviour in society while public administration is the study of human action. As a social science, psychology seeks to understand individuals and groups by establishing general principles and researching specific cases.

As a social science, public administration covers all the fields like political science, sociology, social works, economics, history, psychology, law, and some issues related to business administration, environmental science, and disaster management.

History is a study of the various facts of human life and is closely linked with other social sciences which make a specific study of different facts of human life. Many scholars held a view that history is the centre of the social sciences which feeds other social sciences.

It has to deal with a large number of economic problems. Public Administration primarily has to deal with policy making and its implementation. And, those policies involves all three spheres of the society: economic, political and social. Economics is an important part of every Government's policy. Social traditions, customs and conventions are an important source of the laws of the State. Thus Political Science and Sociology are two highly related and inter-dependent social sciences. Both are

related but distinct disciplines. Each has its own scope and methodology and yet each is related to the other.

### **New Public Administration**

New Public Administration is an anti-positivist, anti-technical, and anti-hierarchical reaction against traditional public administration. A practiced theory in response to the ever changing needs of the public and how institutions and administrations go about solving them.

Goals of New Public Administration. The goals of public administration may be summarized under five major themes: relevance, values, social equity, change and client focus. Public administration has traditionally been interested in efficiency and economy.

Public administration focuses on producing public policies and coordinating public programs. Public management is a sub-discipline of public administration that involves conducting managerial activities in public organizations.

### **Approaches to the study of Public Administration**

- Philosophical approach.
- Legal approach.
- Historical approach.
- Scientific approach.
- Case Method Approach.
- Institutional & Structural Approach.
- Behavioural Approach.
- Consensus Approach.