

# Introduction to Public Administration

## KEY-TERMS

- **Administration:** The management and direction of the affairs of governments and institutions. 2. A collective term for all policy making officials of a government. 3. The execution and implementation of public policy. 4. The time in office of a chief executive such as a president, governor, or mayor. 5. The supervision of the estate of a dead person to pay taxes and assign assets to heirs.
- **Administrative Accountability:** That aspect of administrative responsibility by which officials are held answerable for general notions of democracy and morality as well as for specific legal mandates.
- **Administrative Advocacy:** The presentation of alternative policies to an administrative agency. This practice recognizes that public administration is a highly political process involving significant differences of judgement. The most feasible course of action often emerges from the competition produced when each interested group pleads the case it presents, whether that cause be more funds to carry out agency policies, the survival of a particular program, or the desire for a more efficient system of administrative decision making.
- **Administrative Agency:** 1. A government organization set up to implement a law. 2. Any civilian government body (board, bureau, department, or individual), other than a court or legislature, that deals with the rights of private parties by adjudication, rule making, investigation, prosecuting, and so on.
- **Administrative Costs of Taxation:** It costs related to administering the tax system.
- **Administrative Discretion:** The ability of individual administrators in a bureaucracy to make significant choices affecting management and operation of programs for which they are responsible; particularly evident in separation-of-powers systems.
- **Administrative Due Process:** Term encompassing a number of points in administrative law that require that the administrative procedures of government agencies and regulatory commissions, as they affect private parties, be based upon written guidelines that safeguard individual rights and protect against the arbitrary or inequitable exercise of government authority.

## INTRODUCTION

Public Administration as independent Subject of a social science has recent origin. Traditionally Public Administration was considered as a part of political science. But in Modern age the nature of state-under went change and it became from police state to social service state. As a consequence, the Public Administration, irrespective of the nature of the political system, has become the dominant factor of life.

The modern political system is essentially 'bureaucratic' and characterised by the rule of officials. Hence modern democracy has been described as 'executive democracy' or 'bureaucratic democracy'.

The administrative branch, described as civil service or bureaucracy is the most significant component of governmental

Public Administration has two meanings.

- *First* it refers to the implementation (or "putting into action") of government policy.
- *Second*, it is an academic discipline that studies this implementation and prepares civil servants for working in the public service (the non-political part of the government).

machinery of the state. 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.

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As a process, administration occurs in both public and private organisations. It occurs in such diverse institution as settings as a business firm, labour unions, religious or charitable organisations, educational institutions, etc.

Its nature is affected by the sphere with which it is concerned. Administration is commonly divided into two types, Public and Private Administration. As an aspect of government activity it has existed since the emergence of political system(s).

While public administration relates to the activities carried out by government, private administration refers to the management of private business enterprises.

It is important to understand the functioning of administration for on this lies the understanding of the government. In this Unit an effort has been made to bring the concept of administration, public administration in particular, closer to you. This understanding will take you through the entire course of Public Administration.

### INTERESTING FACTS

Public administration has been an active part of society since Alexander the Great ruled the Greek kingdom of Macedon. Here are compelling historical facts about public administration.

**Administration in the Antiquity Era:** The first signs of public administration date back to 8th and 7th century BC, which is better known as the Antiquity Era. During this time the kings, pharaohs, and emperors that ruled ancient Greece chose citizens to act as their “eyes and ears” for public affairs. This led to the concept of democracy, which was thrust into the social spotlight by Plato around 400 BC. Plato’s democratic efforts made way for a Greek empire that chose leaders based on the opinion of the people. This was the time when politicians began campaigning to the people, which further developed the public administration atmosphere.

**400 B.C.** Plato recognizes the separation between management and develops the concept of democracy. At this time, the Greek people begin electing their leaders and become educated on social services.

**325 B.C.** We all know Alexander the Great wasn’t a guy who messed around. His organizational skills were beyond his time and helped him organize an army large enough (and smart enough) to conquer most of the world. This isn’t your typical public administration, but it does illustrate how important proper delegation helps the government (or ruling party) conquer quickly.

**1525** Machiavelli’s Organizational Efforts: Fast-forward ten centuries to 1525 AD when politician and philosopher Niccolò Machiavelli starts organizing public administration.

**1776** Adam Smith pens his book, Wealth of Nations which discusses public administration and specialization. The book focuses on the economic state of America and what creates a wealthy nation. Smith’s book becomes a benchmark for developing effective public administration that creates a capitalistic society.

**1801** Thomas Jefferson creates the spoils system, sometimes known as the patronage system, in America. This tactic ensures voters are bargained with by the promise of jobs and wage raises by politicians running for office. In modern voting, this process is often called the political machine and is now done in a less blatant way.

**1883** The Pendleton Act is created and slows down the spoils system. At this time the U.S. Civil Service Commission is developed due to President James Garfield’s assassination. The man responsible for killing President Garfield is said to have been rejected from a civil service position. The Civil Service Commission prevents government officials from terminating civil servants without reason and requires civil servant exams for select positions.

**1900** Economist Fredric Taylor develops the need for budgets, cooperation between management and labor workers, and studying work methods to become more effective for the future. Taylor is dubbed the “father of scientific management.” Taylor had a plan for which a socialist economy could become self-sufficient society.

**1927** Sociologist Elton Mayo starts the management system study of a Chicago electric company. This study looks at how environment effects productivity. This study becomes the first of its kind and is used in the management department of various industries to discover how to improve productivity and Mayo’s study leads the Humans Relation Movement. One of the major things learned from this study is that monetary incentive means less to employees than belonging to a group and team morale.

**1964** The Civil Rights Act is created, protecting workers regardless of their sex, religion, race, creed or national origin. At the time, the Civil Rights Act is only implemented in the private sector work force. In 1972, the Civil Rights Act is passed for the public work sector as well.

**1990** It wasn’t until 1990 that the American Disabilities Act was passed. This protects disabled in the work place and applies the Civil Rights Act towards disabled people accessing public and private domains. There are several parts to the America Disabilities Act and it was most recently amended in 2009 to overturn a Supreme Court ruling from over a decade ago that deemed a person could not be defined as disabled if they were working.

In what follows, we will examine the meaning, nature and scope of public administration.

## ADMINISTRATION

The word 'administer' is derived from the Latin word *administere*, which means to care for or to look after people, to manage affairs.

Administration may be defined as "group activity which involves cooperation and coordination for the purpose of achieving desired goals or objectives".

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

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

Noted below are definitions by a few famous writers.

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

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

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

**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".

**Luther Gullick**, "Administration has to do with getting things done, with the accomplishment of defined objectives".

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

**Herbert Simon, D.W. Smithburg and V.A. Thompson** "In its broadest sense, the administration can be defined as the activities of group cooperating to accomplish common goals."

A brief analysis of the definitions listed above reveals that administration comprises two essentials, namely (1) cooperative effort, and (2) pursuit of common objectives. One does not find any administration if there is only a common purpose without a collective effort or vice-versa. Administration is also called a 'technology of social relationships'.

Thus, administration is a process common to all group effort, public or private, civil or military, large scale or small scale. It is process at work in a department store, a bank, a university, a high school, a railroad, a hospital, a hotel or a local government.

## MEANING OF PUBLIC ADMINISTRATION

Administer is a English word, which is originated from the Latin word 'ad' and 'ministrare'. It means to serve or to manage. Administration means management of affairs, public or private.

Administration means organizing and using men and materials in order to accomplish a purpose or a goal. Administration joins groups of people who coordinate and cooperate in order to achieve the desired goals.

## Definition

Public administration is a discipline which is concerned with the organization and the formulation and implementation of public policies for the welfare of the people. It functions in a political setting in order to accomplish the goals and objectives, which are formulated by the political decision makers. It is also called governmental administration as the adjective 'public' in the word 'public administration' means 'government'. The focus of public administration, thus, is on public bureaucracy, i.e., bureaucratic or administrative organization of the government.

Different scholars have defined public administration in different ways:

**Prof. Woodrow Wilson**, the pioneer of the social science of Public Administration says in his book 'The study of Public Administration', published in 1887 "Public Administration is a detailed and systematic application of law."

According to **L. D. White**, "Public Administration consists of all those operations having for their purpose the fulfillment of public policy as declared by authority."

Both above definitions are done from traditional viewpoint and related only to the functions and actions of Administration.

Following thinkers have taken a broad view while defining Public Administration—

According to **Simon**, "By Public Administration is meant the activities of the executive branches of the national, state, & local governments."

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According to **Willough**, “Public Administration in broadest sense denotes the work involved in the actual conduct of governmental affairs, and in narrowest senses denotes the operations of the administrative branch only.”

According to **Gullick**, “Public Administration is that part of the science of administration which has to do with government and thus, concerns itself primarily with the executive branch where the work of the government is done.”

According to **Waldo**, “Public Administration is the art and science of management as applied to the affairs of the state.”

**According to Marshall E. Dimock**, “Administration is concerned with ‘what’ and ‘How’ of the government. The what is the subject matter, the technical knowledge of a field which enables the administrator to perform his tasks. The ‘How’ is the technique of management according to which co-operative programmes are carried to success.

On the basis of the above definitions, thus, it can be said that public administration is concerned with the determination, formulation and implementation of public policies for the welfare of the people. It is the principal agency of the State which delivers the public goods and services in an efficient and economical manner as also provides continuity to the policies of the government.

### NATURE OF PUBLIC ADMINISTRATION

There are two divergent views regarding the nature of the Public administration. These views are following:

#### Integral View

According to this view, Public administration is a sum total of all the activities undertaken in pursuit of and in fulfillment of public policy. These activities include not only managerial and technical but also manual and clerical.

Thus the activities of all persons from top to bottom constitute administration although they are of varying significance to the running of administrative machinery. Prof: L D White adopts this view of Public administration. According to him, Public Administration ‘consists of all those operations having for their purpose the fulfilment or enforcement of public policy’. This definition covers a multitude of particular operations, many in fields.

#### Managerial view

According to this view, the works of only those persons who are engaged in the performance of managerial functions in an organisation constitute administration. In this managerial view the administration has the functions of planning, programming and organise all the activities in an organisation so as to achieve the desired ends. Luther Gullick and Herbert Simon subscribe this view. Gullick says ‘Administration has to do with getting things done; with the accomplishment of defined objectives’.

## SCOPE OF PUBLIC ADMINISTRATION

Following are the three important perspectives about the scope of Public Administration.

1. Narrow perspective or POSDCORB perspective
2. Broad perspective or subject matter view
3. Prevailing view

### Narrow Perspective or POSDCORB View

Luther Gullick is the main exponent of this perspective. According to him the scope of public administration is narrow or limited. It is also regarded as POSDCORB view. It insists that the Public Administration is concerned only with those aspects of administration which are related with the executive branch and its seven types of administrative functions.

These seven types of functions which shows the scope of Public Administration are as follows:

1. **‘P’ stands for Planning:** Planning is the first step of Public Administration. i.e. working out the broad outline of the things that need to be done.
2. **‘O’ stands for organization:** It means establishment of the formal structure of authority through which the work is sub-divided, arranged and co-ordinated for the defined objective.
3. **‘S’ stands for staffing:** It means the recruitment and training of the staff and maintenance of favourable conditions of work for the staff.
4. **‘D’ stands for Directing:** It means the continuous task of making decisions and embodying them in specific and general orders and instructions, and thus guiding the enterprise.
5. **‘Co’ stands for Co-ordination:** It means interrelating the various parts of organization such as branches, divisions, sections of the work and elimination of overlapping.
6. **‘R’ stands for Reporting:** It means informing the authority to whom the executive is responsible as to what is going on.
7. **‘B’ stands for Budgeting:** It means accounting, fiscal planning and control.

**POSDCORB** Perspective about the Scope of Public Administration is limited and narrow. It stressed on the tools of Public Administration. It does not show the substance of administration. It is a technique oriented perspective, not a subject oriented.

### Broad Perspective

Prof. Woodrow Wilson, L D While are main exponent of this perspective. They have taken a very broad approach about the scope of Public Administration. According to them,

(A) Public administration covers all three branches of the government. Legislative, Executive and Judicial and their interrelationship. Legislative organ makes the laws, Executive organ of the government implements the laws. and Judicial organ of the government interprets the laws. There is interrelationship between these three organs.

(B) Scope of public administration is like a cooperative group. It consist of all from class one officer to class four employees.

(C) Public administration is a part of the political process. It has an important role in the formulation of public policy at all levels, from national to grassroot. It is closely associated with numerous private groups and individuals in providing services to the community. It has been influenced in recent years by the human relations approach.

## Prevailing View

Prevailing view divides the scope of Public Administration into two parts.

(1) Administrative theory, and (2) Applied administration

### 1. Administrative Theory

It includes the following aspects.

(a) **Organisational Theory:** The Structure, organization, functions and methods of all types of public authority engaged in administration, whether national, regional or local and executive.

(b) **Behaviour:** The functions of administrative authorities and the various methods appropriate to different types of functions. The various forms of control of administration.

(c) **Public Personal Administration:** The problems concerning personnel e.g., recruitment, training, promotion, retirement etc. and the problems relating to planning, research, information and public relation services.

### 2. Applied Administration

It includes the following aspects :-

(a) **Political functions:** It includes the executive - legislative relationship, administrative activities of the cabinet, the minister and permanent official relationship.

(b) **Legislative function:** It includes delegated legislation and the preparatory work done by the officials in connection with the drawing up of bills.

(c) **Financial functions:** It includes total financial administration from the preparation of the budget to its execution, accounting and audit etc.

(d) **Defence:** Functions relating to military Administration.

(e) **Educational function:** It includes functions relating to educational administration.

(f) **Social welfare administration:** It includes the activities

of the departments concerned with food; housing, social security and development activities.

(g) **Economic Administration:** It is concerned with the production and encouragement of industries and agriculture.

(h) **Foreign administration:** It includes the conduct of foreign affairs, diplomacy, international cooperation etc.

(i) **Local administration:** It concern with the activities of the local self-governing institutions.

The modern state cannot confine its field of activities to only maintenance of law and order, dispensation of justice, collection of revenue and taxes. The modern state is expected to provide more and more services and amenities to the people. This results in tremendous growth both in the governmental responsibilities as well as in the administrative machinery of the state. Naturally the scope of public administration is increased.

## IMPORTANCE OF PUBLIC ADMINISTRATION

We will be discussing the importance of public administration as a specialised subject of study and later the role and importance of public administration in the modern society.

### Importance of Public Administration as Specialised Subject of Study

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

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

- One of the important reasons is the practical concern that the government today has to work towards the public interest. The first and foremost objective of public administration is to efficiently deliver public services. In this context, Wilsonian definition of the subject as efficiency promoting and pragmatic field was the first explicitly articulated statement on the importance of a separate discipline of public administration.
- Administration is looked at, in the social science perspective, as a cooperative and social activity. Hence the concern of academic inquiry would be to understand the impact of government policies and operations on society. What kind of society do the policies envisage?; To what extent administrative action is non-discriminatory?; How is public administration functioning and what are the immediate and long term effects of governmental action on the social structure, the economy and polity?; etc. are questions requiring careful analysis.

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- Public administration has a special status in the developing countries. Many of these countries, after independence from the colonial rule have stressed upon speedy socio – economic development. The emergence of development administration is indicative of a felt need for a body of knowledge about how to study the third world administration and at the same time to bring about speedy socio-economic development with government’s intervention. Development administration has therefore, emerged as a sub-discipline to serve the cause of development.
- Public administration, as witnessed holds a place of significance in the lives of people. It touches them at every step. For most of their needs, the citizens depend upon public administration. In view of the important role of public administration in the lives of people, the citizens of a country cannot ignore. Therefore, its teaching should become a part of the curriculum of educational institutions.

### Importance of Public Administration as an Activity

The contemporary age, which has witnessed the emergence of ‘Administrative State’, public administration has become an essential part of society and a dominant factor. The functions it is called upon to perform, have expanded in scope and nature, and what is more, are continually increasing.

Many of them are more positive in nature because they care for the essential requirements of human life, be it health, education, recreation, sanitation, social security or others. It is, therefore, a creative factor, with its motto being ‘human welfare’. These functions are over and above its regulatory functions.

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

- **Basis of the Government:** A Government can exist without a legislature or an independent judiciary. But no Government can exist without administration.
- **An instrument for providing services:** Public administration is mainly concerned with the performance of various activities performed by government in the public interest. Felix A. Nigro aptly remarks, “The real core of administration is the basic service which is performed for the public”.
- **An instrument for implementing policies:** Modern governments go a long way in formulating and adopting sound policies laws and regulations. It should not be forgotten that such policies, laws, etc. are not merely printed papers. Such paper declarations of intent are translated into reality by public administration thus converting words into action and form into substance.
- **A stabilising force in society:** Public administration is a

major force for bringing stability in society. It has been observed that though government often changes, but violent change is seldom experienced by administration. An element of continuity between the old and the new orders is provided by public administration. It does not hold true only of constitutional changes of government in democratic countries, but is also reflected when there are revolutionary changes in the form and character of government.

- **An instrument of social change and economic development:** Public administration’s role as a change agent is particularly crucial in developing nations. It is expected of the state at present to work for accelerating socio-economic change and not to be a passive agency to maintain the status quo.
- **Technical Character:** The present day government is expected to provide various services to its population. The increase in the number of functions undertaken by the government require highly specialised, professional and technical, services. Modern public administration usually represents a galaxy of all of a nation’s occupations.
- **Emergence of Welfare and Democratic state:** Emergence of welfare and democratic state has led to an increase in the activities of public administration compared to that of the laissez-faire state. The state has to now serve all sections of people in the society. This amount to enhanced responsibilities of public administration. Public administration is also to regulate and control private economic enterprises to meet the objectives of the state.
- **Industrial Revolution:** The industrial revolution gave rise to socio-economic problems making the government to assume new roles and responsibilities such as protection and promotion of the rights of workers in industrial establishments, etc. Consequently, the state has enacted a number of Industrial and Labour laws and it is imperative for public administration to implement such laws in order to meet the requirements of labour welfare.
- **Scientific and Technological Development:** Scientific and technological developments have brought about welcome additions in infrastructure such as power, transport and communication system. The invention of telephone, telegraph and other mechanical devices such as typewriter, tele-printer, and calculators, photocopying machines, computers, fax and the electronic mail has brought revolutionary changes in office administration. All these have made possible ‘big government’ and ‘large scale administration’.
- **Economic Planning:** Centralised economic planning has been pursued in many developing countries as a method for socio-economic development. It requires a large number of experts and elaborate administrative machinery for plan formulation, implementation, monitoring, and evaluation.

Public administration is government in action and occupies a significant place not merely as an instrument of governance but also as an important mechanism for preserving and promoting the welfare of community.

It has substantive impact upon the life of the people. It is a vital process charged with implementation of pre-determined, welfare oriented, and developmental objectives.

## APPROACHES IN PUBLIC ADMINISTRATION

The approaches to the study of Public administration can be categorized from many angles such as normative approach and empirical approach. Normative approach concentrates on what public administration should be. Empirical approach sets its eyes on description and analysis of actual administrative Situations. Another classification of approaches is based upon the objects of study the individual scholar seeks to emphasize, such as;

1. Philosophical approach
2. Legal approach
3. Historical approach
4. Scientific approach
5. Case Method Approach
6. Institutional and Structural Approach
7. Behavioural Approach

### 1. Philosophical Approach

The Philosophical approach takes within its purview all aspects of administrative activities. Its goal is to find out and enunciate the principles or 'ideals' underlying these activities. This approach is found in Locke's 'Treatise on civil Government', Plato's 'Republic', 'Hobbes', 'Leviathan', etc. The philosophical approach is perhaps the oldest approach to public administration as of all other social sciences.

### 2. Legal Approach

The legal approach is the systematically formulated approach and traces its ancestry to the European tradition of rooting Public administration in law. Public administration was considered to be a part of law, concentrating on legally prescribed structure and organization of Public authorities. This approach was formed at a time when the functions of the state were narrowly limited and simple in nature.

### 3. Historical Approach

The historical approach to the study of public administration Seeks to recreate a segment of history. It Studies the public administration of the past with a particular time span, organizing and interpreting the information in a Chronological order. This

approach naturally commands a powerful attraction in a society having rich past and can be valuable in identifying the uniqueness of the administrative system.

### 4. Scientific Approach

Public administration like many other social sciences makes use of the inductive method of proceeding from particular to general through observation for collecting the data, classification of data and verification of the hypotheses. The scientific management movement gave a great fillip to the use of this method in the development of effective techniques of organization and management and of budgeting and supply.

### 5. The Case Method Approach

The case method approach to the study of Public Administration was popular in the 1930s. A case is a narration of the actual happenings of administration keeping the context and all relevant dimensions intact. This method is motivated by a commitment to the objectives and methods of the social sciences. Moreover, it is also been shaped by considerable sensitivity to traditional concerns of the humanities and practical interest in pedagogy as against research.

### 6. Institutional and Structural Approach

It covers the organizational settings of administration and its functions. This approach describes the organization and functions of the organization. The greatest limitation of this approach is that here, it is difficult for us to arrive at a true picture of the function of an organization in practice.

### 7. Behavioural Approach

This approach examines public administration by studying individual and collective human behavior in administrative situation. It brings to bear upon administrative problems on inter-disciplinary approach which includes Sociology, individual and social psychology and cultural anthropology. Originated in the United States this approach focuses on the actual behavior of persons and groups in organizations.

## CHANGING NATURE OF PUBLIC ADMINISTRATION

Today every aspect of human life is within the range of public administration. In that context we should understand the changing nature and new trends of Public Administration. Public Administration as an activity as old as human civilization. But as a social science theorization on public administration is very recent.

In 1887, Woodrow wilson has written the book on "The

Study of Public Administration”, and laid the foundation of the science of Public Administration. After that it had undergone rapid transformation in its scope, nature and role.

Avasthi and Maheshwari have divided the evolution of Public Administration into the following five phases.

## Development Administration

The concept of Development Administration is a development of the post 1945 era. Following reasons are responsible for the emergence of this concept:

### Reasons

- 1. Emergence of newly independent developing countries:** The traditional concept of public Administration as ‘law and order machinery or revenue administration underwent transformation with the emergence of the ‘Welfare state’ during the 20th century. Also it was a response to the emergence of the ‘Newly Independent states’ in Asia and Africa. These countries have problems of poverty, unemployment, illiteracy, malnutrition etc. In these countries, the government and its administrative machinery are looked upon as agents of change. The necessities have made the administration in developing countries development-oriented.
- 2. Development schemes in the developing countries :** These developments have had a profound impact on the public administration. The concern with administration for development has compelled attempts to formulate a system of thought capable of integrating complex socio-economic and political systems hitherto considered to be outside the area of public administration. Further, most developing countries have realised that national development is essentially an integrated process of change. It is a dynamic process directed towards transforming the entire society, encompassing its economic, social, political and administrative aspects, for an all-round, balanced change.
- 3. Establishment of comparative Administration group in 1960-D.** Waldo, Fred Riggs, Weidner were talk of New Public Administration. These scholars in 1968, in Minnibook conference, attempted to define public Administration anew. They focussed on the concept of development administration, in different ecological settings, operates in order to achieve a set of social goals.

## MEANING AND DEFINITIONS OF DEVELOPMENT ADMINISTRATION

Weidner stated that Development Administration means “an action-oriented and goal-oriented administrative systems.” Weidner emphasised that the study of development administration can help to identify the conditions under which a maximum rate of development is sought and obtained. He contended that existing

models for comparison were limited in their usefulness because they made inadequate provision for social change. He suggested development administration as a separate focus for research, the end being to relate different administrative roles, practices, organisational arrangements and procedures to the maximising of development objectives. Pai Panadikar identifies Development Administration with “administration of planned change.”

## Hallmarks of Development Administration

- 1. Change-oriented :** Development administration is change-oriented. Traditional administration which was oriented towards the maintenance of stability and status quo. Hence, Pai Panadikar said development Administration means ‘administration of planned change’. The planned development is intended to achieve specific results within the specified time.
- 2. Goal-oriented and result-oriented:** It is result-oriented. It expects specific results and expresses in most areas clear-cut norms of performance. Consequently, it would also be judged on the basis of results achieved.
- 3. Citizen participation:** Development being a process of social and economic change, citizen participation in the task of administration is vital. The public servants must be able to carry the citizens with them and draw them actively into the developmental processes. To bring about basic change in the outlook of the civil servants.
- 4. Commitment to development:** Development administration requires a firm commitment, a sense of involvement and concern on the part of civil servants, if the goals of development are to be realised.
- 5. Integrated and holistic process:** Development administration is inter-related and holistic process of change. It refers to the structure, organisation and behaviour necessary for the implementation of schemes and programmes of socio-economic change undertaken by the governments of developing nations.”  
It has two sides:
  - *Firstly*, it refers to the administration of developmental programmes, the methods used by large-scale organizations, especially governments, to implement policies and plans designed to meet developmental goals.
  - *Secondly*, development Administration involves the strengthening of administrative capabilities. These two aspects are intertwined in development administration.
- 6. Its scope of operation is wide:** Traditional public administration was limited to its function of maintaining law and order. But the scope of development administration is wider.
- 8. Stress on planning :** It is planned change. The administrative



capabilities are strengthened to achieve developmental goals.

This objective is linked with planning. The planned development is intended to achieve specific results within the specified time.

9. **Believes in decentralization:** Traditional administration believes in centralization. But Development administration believes in decentralization.

## NEW PUBLIC ADMINISTRATION

In the evolution of Public Administration one more stage is the emergence of "New Public Administration."

### Reasons of Emergence of public administration

1. Developing Countries
2. Developing Schemes
3. Comparative administration
4. Change - Oriental
5. Result - Oriental
6. Citizen Participation
7. Commitment to development
8. Integrated
9. Development programmes
10. Operation is wide
11. Stress in planning
12. Believes in decentralization.
13. Displayed unawareness of numerous socio-economic and political problems as well as its inadequacy to offer any solution to the problems.

### Emergence

In 1967, American Academy of political and social science organised a conference in Philadelphia. The topic was "The Theory and practice of Public Administration".

In this conference participants expressed their views and after discussion following points emerged:

1. Bureaucracy should be studied structurally as well as functionally.
2. Definition of the subject is as difficult as de-lineation of its scope.
3. A hierarchical view of organisational authority needs to be changed; administrators must view workers as "coordinates" rather than 'subordinates',
4. Policy and political considerations are replacing management concerns as the major focus of public Administration.
5. Future administrators should be trained in professional schools. Public Administration courses should emphasis not only Administrative organisation and procedures but also in interdisciplinary approach.
6. Public Administration has not been able to deal with

societal problems. Conclusion of the discussion was - Public Administration should be viewed as an academic discipline, as a field exercise and as administration in the public interest.

In 1968 in Minnowbrook conference Dwight Waldo expressed following points about new Public Administration.

1. What is the proper terrain of Public Administration?
2. What are the logics of inquiry appropriate to the terrain?
3. What is the social relevance of knowledge in Public Administration?

In 1971, Frank Marini published a book 'Towards a new Public Administration' New Public Administration emphasis on the following themes :

1. Rejected the value neutral view
2. Less generic and more public
3. Stress on social equity
4. Anti-bureaucratic, anti-hierarchical, anti-technical.
5. Socially conscious and client oriented view.
6. Stress on Decentralization of administrative process.
7. Stress on qualitative transformation.

Let us discuss one by one:

1. **Rejected the value neutral view**—The new Public Administration made clear its basic normative concern in administrative studies. It rejected the value neutral view taken by behavioural political science.
2. **Less generic and more public**—New Public Administration stresses on innovation and change. Hence, it take more public and client oriented view.
3. **Stress on Social equity**—The protagonists of new Public Administration state that the distributive functions and impact of governmental institutions should be Public Administration's basic concern. The purpose of public action should be the reduction of economic and social disparities and the enhancement of life opportunities for all social groups. They take action-oriented stand and said that Public Administrators should work for the removal of the wrongs of society.
4. **Anti-bureaucratic, anti-theoretic and anti-technical**—To serve the cause of social equity is to actively work for social change. The attack is on the status-quo and against the powerful interest entrenched in permanent institutions.
5. **Take client-oriented and socially Conscious view**—In the third-world countries where Public Administration is in dire need of basic, qualitative transformation. New Public Administration displays an intense concern for relevant societal problems.

6. **Stress on Decentralization of Administrative process** — New Public Administration give importance to Institutional pluralism. Functions, responsibilities should be distributed in many parts.

7. **Stress on qualitative transformation** — It stresses ethics and values. It lays emphasis on change. The study of formal organisation, its structure and processes is of secondary importance to the new theorists. According to this new approach the most important need of the times is to be alive to the contemporary issue and problems with a view to finding ways and means for their solution, and to have organisational change to suit the changing times.

Hence, Public Administration of the state will become more meaning and useful with this characteristics of new Public Administration.

## PHILOSOPHY OF ADMINISTRATION

“A good administrator is not a supervisor. He or she is a person who thinks creatively about how to help people do their work better and enjoy it more.”

—Patricia Bizzell, “On Good Administrators”

### 1. Develop a Mission

Each program needs a well-defined mission that fits into a larger picture of the complex web of the department, school, college and university. The mission should allow all of those who enter the program/center to sense the foundation of what the goals and objectives are and how faculty, staff, students, and administrators will work together to accomplish those goals and objectives

### 2. Develop a Vision

The program’s vision stems from its mission. Like a good navigational system, it should map the program’s history, where it currently resides, and where it is striving to go. This vision should be shared with all stakeholders—students, graduate students, staff, faculty, administrators, and community partners—in an effort to eliminate drama, confusion, and conflicts while striving to attain academic freedom while advancing the curriculum of the program.

### 3. Collaborate

A good administrator attempts to play well with others through developing effective working relationships with all parties. This includes establishing an equitable division of labor by treating all employees as valued team members. Collaboration works best when all parties listen to each other and hear different possibilities to avoid conflicts and, when conflicts arise (which they often do), solve problems.

The role of cheerleader is an important one for administrators. While promoting the program, a good administrator may need to protect teachers/tutors from students. Additionally, the same administrator must also protect students from unfair teaching practices.

### 4. Be Transparent

Not everyone may agree on decisions made, but effective administrators have clearly defined policies that, when followed consistently, shows fairness, honesty, and efficiency.

### 5. Build Camaraderie

A collegial and supportive atmosphere is crucial to a program, center, and department.

In addition to formal meetings, informal gatherings, time spent reflecting together, and taking time to celebrate accomplishments of individuals and the whole unit are key to fostering a sense of community. Encourage employees to attend conferences and other professional development activities together so they can return with new ideas to share with each other and make the program stronger from their learning.

### 6. Be Accessible

Maintaining an “open door” policy allows administrators to be accessible to students, faculty, staff, and administrators. There are, of course, times when confidentiality is essential and a door may be shut to protect confidential information, but, when at all possible, keep doors open and communication flowing.

### 7. Set Goals and Assess Goals

To effect administrative change, it is necessary to set goals regularly—for the individual program and in conjunction with others—and to regularly assess and evaluate where the program stands in terms of reaching those goals. Based on the assessment, it sometimes makes sense to change or redirect the original goal for the bigger picture.

### 8. Engage in Scholarship

Scholarly inquiry is an essential part of good teaching, research, and administration. Encourage the development of new pedagogies, practices, and technologies in Writing Programs and Writing Centers which should enhance student learning outcomes. Support scholarship by pursuing grants when possible. Create opportunities to conduct action-based research in programs/centers and have graduate students, tutors, and faculty participate in research projects which are submitted for conference presentations and publications.

### 9. Mentor

Administrators should be engaged in instruction. They should share best practices with graduate students, tutors, and faculty. Each instructor and tutor deserves to receive feedback on his/her performance in the classroom or tutoring session to learn and grow from his/her time in the program. Administrators should facilitate introducing faculty, graduate students, and tutors to the field by showing them who and what they need to know and making sure they are researching, teaching, and publishing so they can, in time, advance the field.

## PUBLIC AND PRIVATE ADMINISTRATION

The term 'Administration' refers to the organization and management of some particular thing. Thus, Public Administration, in simple terms, refers to the management and organization of public affairs while Private Administration refers to the management of private affairs.

One difference between public and private administration that everyone knows is the profit. They also differ in their nature and the way they are governed.

However, the terms public and private administration might appear somewhat technical for some. Indeed, they are not terms used in day-to-day conversation and one hears their usage occasionally. For the benefit of them, we will start from the definition of public and private administration. Of course, their definitions are simple and understandable, rendering the distinction between the two clear-cut.

### What is Public Administration?

Formally, the term Public Administration is defined as the implementation of government policy or public policy as formulated by the executive branch of government. The concept of Public Administration is evident in any country that has a government. Think of it as the collective operation, function, and activities of the government.

Government departments and agencies, ministerial departments, town, city, urban, municipal and/or provincial councils, and all other national departments fall within the purview of Public Administration. Some sources define it as the administration of public programmes or the implementation of political promises made during elections.

Public Administration involves determining suitable policies and programmes for government operations and the implementation of such programmes after careful planning, organizing, directing, and coordination. The people that carry out the function of Public Administration are known as public administrators. They include not only elected government officials but also non-elected officials such as public servants either heading or working in the above-named departments. These public administrators are entrusted with an important task, namely, to find durable, efficient, cost-effective solutions to the challenges and problems faced by the public.

Other duties include advising elected officials of the feasibility and effectiveness of certain programmes and/or policies, preparing and setting budgets, and operating the day-to-day affairs of public departments.

Public Administration affects the entire nation. Thus, its scope is large and complex. The ultimate beneficiary of Public Administration is the general public and the goal is to cater to the needs of the public while at the same time promoting social good. Such Administration is governed by the country's constitution, laws, rules and regulations, and thereby, ensuring that the government does not act outside the law or abuse its powers.

A government is typically accountable to the public, and in a democratic country where the activities of government are open and scrutinized, it will be held accountable either through the legislature or judicial review.

### What is Private Administration?

Private Administration is essentially more private and personal in nature. This means that it does not deal with the general public. Private Administration is the operation, management and administration of the affairs of a private company or business. In other words, it is the implementation of a company's policy and objectives.

Private Administration is non-political in nature. With the profit as its foremost aim, it operates under the direction of market-economic conditions. Thus, Private Administration involves the planning, organizing and implementing of policies and programmes that return a profit. Any activity that is unprofitable to the company or inefficient will be eliminated.

The ultimate beneficiary of Private Administration is the company itself and of course, its people. Private Administration also helps to determine the company's performance and efficiency. Like Public Administration, it is governed by certain laws, rules and regulations, but these are only in relation to the business of the company and its conduct. For example, consumer protection laws.

The concept of public accountability is not present in Private Administration although one may cite corporate social responsibility as an exception. In general, therefore, a private company is not accountable to the general public for their activities. Unlike Public Administration, the scope of Private Administration is fairly limited and not as large or diverse as its public counterpart.

### What is the difference between Public and Private Administration?

The difference between Public and Private Administration is thus clear.

- Public Administration is political in nature while Private Administration is not political and instead more personal.
- The focus of Public Administration is the implementation of government policy while Private Administration concerns itself with the implementation of company policies that have profit as their main focus.
- Government policies and programmes are aimed at the public. Thus, Public Administration seeks to promote the general welfare and good of the public, and cater to their needs.
- In Private Administration, the focus is on making a profit, expanding the growth and development of the company and ensuring the prosperity of the business.
- Activities and operations that fall under Public Administration are governed by a legal framework that aims to prevent abuse of power, unequal and unfair treatment of the public.

## 12 ■■ Public Administration

Further, the officials in charge of Public Administration are accountable to the general public for their actions.

- Private Administration, in contrast, does not have the concept of public accountability and its scope is more limited.

### ROLE OF PUBLIC ADMINISTRATION IN THE MODERN STATE

The critical role of public administration as defined by John Rohr (a leading scholar of the US Constitution and its relation to public administration and civil servants) is governing the society. The authors have also argued that a government can exist without a legislature, even without a judiciary but never without administration.

The government will become as dysfunctional as a lame horse in a derby race. Public administration as a part of Government has existed since the time of the monarchies, ancient India's most prominent political scientist and economist Chanakya (373-283 BCE) in his treatise Arthashastra; dedicates substantial chapters to Statecraft or the public administration of a state.

Public administration provides numerous services to the public and serves their interests in many ways. As explained by Felix A Negro, the real core of administration is the basic service which is performed for the public. It is the administration which ensures the security and protection of life and property of the members of the society by maintaining proper law and order.

The economical, cultural and even spiritual progress for that matter; of a society depends on the public administration. The day to day functioning of the Government machinery, external affairs and the most important of all, the national defense are the other important functions performed by the public administration of the country.

In the modern state, the role and scope of public administration is ever expanding and all encompassing. We are way past the laissez-faire state which was responsible for maintaining law and order only. The modern state which expects government to provide much more has seen the role of public administration change dramatically, since those times.

The current role and functions adopted by public administration owes its origin to the changes which the human history has witnessed in the last couple of centuries. The first important change was the industrial revolution which resulted in the urbanization of the large cities of the world. Secondly, there was a change in the political philosophy from minimalist state intervention (or laissez-faire) and individualism to social welfare. The two World Wars combined with the changing international scenarios with new countries, alliances and organizations like the formation of United Nations, generated a need to reform the goals of administration in the society; not just of within a nation but also with respect to the world.

Lastly, the increasing population of the world means tremendous pressure on the available resources. The role of providing for basic amenities like food and shelter has therefore fallen into the lap of the Government.

According to E N Gladden, there are three characteristics of an efficient public administration:

- It needs to meet the functional aims for which it has been created.
- It must be able to meet the long term needs which might arise due to change in administrative techniques or the changes in social environment which are more important and influential
- It needs to conform to a centralized plan but also accommodate the specific and special demand of particular department units

There is an increasing awareness amongst the citizens of a country regarding their rights and the duties of the Government. Thus, the role and functions of public administration has also become quite dynamic in nature and is constantly evolving in response to the changing needs and demands of the society. Technological intervention, incorporation of new management principles, taking into accounts the needs and aspirations of the end customer are some of the new trends in the areas of public administration..

### DEMOCRATIC AND SOCIALIST GOALS OF PUBLIC ADMINISTRATION

The role and functions of the Government and the bureaucracy is that which keeps constantly evolving in the wake of developments and changes in and around the world. We have seen how the academic discipline of public administration has evolved. It has undergone reforms and has been influenced by developments in other sciences like social and behavioral.

Democracy is a representative form of Government chosen by the people. The entire idea of public administration in a democracy is contradictory. Public administration as described by Frederick Camp Mosher is three steps removed from the people. According to Berkeley and Rouse public service and democracy are both opposing in nature yet complement each other.

In a democratic state, the spirit of democracy needs to be maintained in the manner in which the public services are administered. The public administration of a democratic state needs to be transparent, efficient and most importantly should be open for public scrutiny and criticism. It should ensure scope for incorporation of public opinions and ideas for improvement and delivering better services. It needs to be representing the general interest of a large section of people rather than personal interests of specific few.

In a diverse country like India where the social denominators like caste, religion, language etc pose barriers at so many levels, the public administration should be such that it rises above and transverses all differences.

According to Richard C Box in his book Democracy and Public Administration, there are several important roles that public administration plays in a Democracy, like:

- Preserving and upholding democratic values and delivering

democracy by ensuring the access to the fundamental and other rights of the citizens

- Ensuring that the general interest of the public is addressed through the routes of public services
- Administering all government institutions as per the democratic values
- Following the instructions of the legislative bodies carefully while implementing policies, laws, rules and regulations
- Acting as a role model of reliability, morality while being ethical and professional

We have read Karl Marx slamming bureaucracy as a government tool created and controlled by the dominant class to cater to their interests.

Antonio Gramsci Italian socialist theorists states that bureaucracy is a narrow minded and conservative force and it becomes dangerous when it detaches itself from the mass of members that constitute it and starts functioning as an independent entity.

So if the resources and the power of their distribution lie with the state, the role that bureaucracy has to play can be:

- Ensuring equitable distribution of goods and services
- Improving the quality of living standards of people
- Expanding the scope of administrative function to include all
- Associating with people in more ways to make them a part of the administrative process

A reader may find these goals to be quite similar to that of a democratic set up and indeed it is. The only difference in a socialist set up is that the government tends to have more and centralized power.

Critics have argued that democracy involves planning which means that the freedom and liberties of some will have to be given up for the greater good. However, in the long run, even to achieve socialism, certain level of democracy becomes essential.

## **PUBLIC ADMINISTRATION—CHALLENGES IN A DEVELOPED SOCIETY**

The developed countries are identified by certain parameters like highly developed economy, greater technical infrastructure, high GDP and net income per capita, level of industrialization and also the standard of living of the people. Development and modernization of a state has an obvious and significant impact on its politics, culture and society.

Subsequently, these changes find their ways in several other important institutions like judiciary, executive and legislative. USA has been one of the nations, which have witnessed vast changes and reforms in its administrative history owing to the industrialization, two world wars and the various academic and experimental studies carried out in the areas of social and behavioral sciences.

Let us also look at the general features of the public administration in developed countries before we proceed to study about the challenges they face.

- The government organizations are significantly differentiated and functionally specific.
- The bureaucracies are large and perform a myriad of specialized functions and are of the Weberian type There is a lot of internal specialization within the roles and the selection of people is based on merit.
- The decision and law making process is largely rational
- The government institutions are present in all spheres of the life of the citizens
- Since there is popular interest in public affairs, there is a direct relationship between political power and legitimacy

Now, the problems that the public administration of developed countries faces are also complex. The first problem which is kind of basic is the lack of coherence between numerous service providing agencies and regulatory bodies.

The problem especially surfaces at the local levels where the authorities design their own programs and also run the programs funded by the national authorities. The other example can be dominance of politicians in the matters of specialized domains of bureaucracy.

Most of the developed states, especially of Europe are called Administrative States and their bureaucracies perform certain specific functions. Rumki Basu in her book *Public Administration: Concepts and Theories* explains these functions. According to her, the public administration in these countries performs regulatory functions while ensuring the enforcement of law and order, collection of revenues and the national defense against aggression.

The public administration provides a range of services like education, health, cultural, insurance, housing, unemployment benefits and communication and transport. They also play an important role in bringing about the economic growth of the country by operating industries, giving loans etc. The present day challenges in the developed countries are primarily economic. The economic depression has put immense pressures on the services provided by the government. A lot of reforms have been proposed in which the state resources are being closely administered. The withdrawal of certain benefits has left the public administration of the countries exposed to a lot of criticism and flag from the common people. The regulatory role of public bodies has also come under scrutiny for their failure to prevent major upheavals from taking place. As things improve, the role and challenges of public administration shall change once again.

## **IMPORTANCE AND CHALLENGES IN A DEVELOPING SOCIETY**

The developing countries of the world are concentrated in the regions of Asia, Africa and Latin America. The developing

nations are characterized by an economy which is transitioning from agrarian to industrial.

You may recall Fred Riggs and his famous Prismatic Model from the earlier article, according to Riggs, the developing nations are the prismatic societies.

There are a few characteristic features of these developing economies:

- They have all been an Imperial nation's colony at some point in their history
- The subsequent exploitation by these colonial masters has driven their economies into a state of deep national debts
- The national income as well as the per capita income is very low. The social development in these countries are in early stages
- The main problems are poverty, population explosion, illiteracy, poor sanitation, insufficient infrastructure and in a rapidly developing economy like India, the problem of inequitable distribution of this economic prosperity between rural Bharat and urban India
- The conflicting interests and diversities based on caste, creed, language, regions etc
- There are constant conflicts between the traditional and the modern
- The public administration plays a crucial role in achieving inclusive developmental goals

Now, having understood the general scenario prevalent in these developing countries, we can take a step forward and try to understand the nature of public administration in these economies.

- The public administration system of these nations are often than not an imitation of that of their colonial masters
- The imitative system seems divorced and distant from the people and their problems
- There is an acute shortage of skilled manpower with technical and managerial competencies
- Also, there is a kind of monopoly of bureaucracies in these nations because of which they enjoy vast amount of autonomy however the goals intended to achieve by them often gets lost amidst all this
- An interesting phenomenon coined by Riggs called Formalism is common place in these economies. According to it, the bureaucratic officers and public servants insist on following law, rules etc and tenaciously hold on to them while providing services to the people however their own professional behavior is far removed from the laid down laws, rules and regulations

The problems plaguing the bureaucracies of these countries are that they are ill equipped to carry out developmental goals.

Since, they came into existence to serve the goals and

objectives of their colonial masters; they seem to be in disharmony with the changing needs and aspirations of the natives.

For example, the Indian Police still follows the 1865 Police Commission guidelines which was laid out to address the law and order situation in the era of British Raj.

In developing countries the major challenge is development and modernization. The public institutions have the enormous developmental tasks in their hands; combined with rapid economic development due to the growth in the private sector and the economically wealthy young population, the demand for delivery of services is increasing.

Finally, the rural areas have not kept up with the rapidly growing urban areas, whether in Brazil or in India, they look upon Government, public administration and public servants as their only hope..

## CLASSICAL THEORY OF PUBLIC ADMINISTRATION

There have been several discussions and arguments regarding whether public administration can be categorized as a Science or as an Art. During our discussion of the topic earlier, we had come across authors and social scientists who vehemently supported the cause that public administration was a science indeed and amongst the most notable supporters of this theory where Luther Gulick and Lyndall Urwick.

Gulick and Urwick were born in faraway lands from each other, Gulick in Japan while Urwick in Britain. Gulick completed his studies from the Columbia University, served on the National Defense Council during the First World War. He served as the administrator of the New York City for 2 years during 1954-56 and was also the president of the Institute of Public Administration, New York from 1962-82. He was also the author of several books like Administrative Reflections of World War II, Metropolitan Problems and American Ideas, Modern Management of the City of New York and Papers on the Science of Administration.

Urwick completed his education from Oxford University and like Gulick served in the First World War as the Lt. Col of the British army. Urwick was also associated with several international management institutes and published several books like The Management of Tomorrow: The Making of Scientific Management, Leadership in XX Century Organizations, The Patterns of Management and also worked as an editor of several papers on science of administration. He was also a well reputed and renowned industrial consultant who worked extensively for introducing the management education in UK.

Urwick edited the most important work, Papers on the Science of Administration presented by Gulick in 1937. Both of these thinkers were greatly influenced by Fayol and Taylor and the idea of machine model of the man.

All this combined with their respective military and industrial background led them to propose the Classical Theory of Management or the Administrative Management Theory. The classical theory projects public administration as a science. Both these authors argued that like the stream of engineering became science through methods of empirical observation, systematic finding and recordings over a period of time similarly, public administrators can create the science of administration.

Both the authors also stressed on the importance of the structure of the organization. Urwick wrote that lack of structure can lead to a lot of inefficiencies and confusion within an organization and Gulick went ahead to identify 10 principles on which the organizational structure can be designed. Below are the 10 principles as listed by Gulick:

- Division of labor or what we call specialization
- Departmental organization
- Hierarchical coordination
- Deliberate coordination
- Creating coordination committees
- Decentralization
- Unity of command
- Staff and Line
- Delegation and
- Span of control

The last principle regarding the span of control of a senior executive or a leader, acted as a stimulant for other authors on writing about leadership. According to this last principle, the executive should have less number of people directly reporting to him to increase his efficiency.

Urwick believed that there are 8 principles on which an organization can function, the important points being:

#### **The objective of the organization**

- Authority and responsibility
- The principle of span of control
- Coordination

Management students shall find the above terms quite familiar, relevant and of everyday use. In the next section, we shall be talking about the Human Relations Theory. The reader is now getting a chance to understand in individuality and detail that how the progresses made in other streams had an influence on the thinkers of public administration.

## **HUMAN RELATIONS THEORY OF PUBLIC ADMINISTRATION**

Human Relations Theory has human beings at its center as can be understood by the name, but it also had more to it. It

viewed human beings not as machine models but as individuals with differing psychological motivations and with distinct and dynamic group behavior affecting performances.

There was an experiment conducted on the workers of the Hawthorne Works of the Western Electricals in the spring of 1927 in Chicago. The experiment was being conducted by Elton Mayo and Fritz Roethlisberger, the former being an Australian organizational theorist and the latter was his employee. The experiment was later known as the Hawthorne experiment and the findings were called the Hawthorne effect. Elton Mayo is often coveted as the father of the Human Relations Movement and his experiment and studies are the most referenced piece of work not just in public administration but also in people management in organizations.

The Hawthorne experiment set out to find the relationship between the work conditions, the general fatigue and resulting monotony in the employees. It was believed that the relationship can be gauged by studying the effect of temperature, humidity lighting and hours of sleep.

The findings of the Hawthorne experiment shocked the social scientists in many ways. The experiment was carried out on a piece rate wage system for the participant workers. It was seen that the workers were motivated to work for money only till the time when they would ensure an adequate income and refused to work more than that.

This simple but startling revelation created quite a shakeup for the scientists as it clearly challenged the Taylorian principle of scientific management.

At the next level, some female workers were separated from the rest of the workers and were put under observation. It was observed that with time and changed in the working conditions like lighting, humidity etc, their productivity kept raising. This puzzled the scientists even more, it was later discovered that the girls were aware of the experiment being conducted on them and therefore displayed their best performance.

The experiment conducted for over a year ended in some new understanding regarding people and performance. It was understood that human beings are motivated by several factors and not alone economic. They are greatly influenced by their social environment, form groups, have goals, beliefs, conducts and ethics which might not be in sync with that of the organization. So, for all practical purposes they were thinking, acting, conscious individuals who needed to be treated like one.

This was a theory which made the thinkers move away from the earlier popular classical theory which proposed and emphasized on the structure, organizational planning etc as its core. It became very clear after the Hawthorne experiments that the informal relationships, the group dynamics and day to day functions of an organization are no less complex than the study of the mechanism of the organization.

At the end of the day, it becomes important that the employees perform and their performance is sometimes far removed from the parameters and motivators understood by the organization.

## BUREAUCRATIC THEORY OF PUBLIC ADMINISTRATION

The bureaucratic theory of public administration owes its existence to Max Weber and his magnum opus *Economy and Society* published in 1922.

It was Weber who popularized the term and in his book gave a glimpse of the extensive research he had carried out by studying ancient and modern states to understand the working of the bureaucracies in different eras. Before we dive into the details regarding Weber's ideas of bureaucracy, it would be interesting to understand his background and education to appreciate his philosophy and thoughts that run like a common thread all through his work.

Max Weber was a German political economist, philosopher and a social scientist who along with Emile Durkheim and Karl Marx is considered to be one of the three founding pillars of sociology.

Weber was a student of law and history throughout his career and later joined the Berlin University as a faculty and lectured and consulted for the Government. Weber was greatly influenced by the Neo-Kantianism wave that swept Germany during the 1860s. Heinrich Rickert the foremost scholars of Neo-Kantianism in Germany was a professional colleague of Weber in the University of Freiburg.

The Neo-Kantianism or the Back to Kant movement of 1860s was to revisit the theories of Immanuel Kant the most important and influential of German philosophers and scholars of the 18th century. The scope of this article is limited to throw light on Kant and his philosophies however it is advisable to the readers to read a little about Kant and his work to get a better understanding regarding Neo-Kantianism.

Influenced by Heinrich Rickert and Kant, Weber came to a central core of his theories and that was Rationalization. Weber promulgated rationalization in all areas of life like economy, politics, society, culture and even religion. He went on further to say that Rationalization was the basis of the modern western society. Having said that, let us now make an effort to understand Weber's work in the areas of social sciences.

In his seminal work *Economy and Society*, Weber goes

to extreme lengths to trace the evolution of bureaucracy and the State and their relations with each other. He cites the Chinese and the African empires that degenerated because of the lack of bureaucracy and methods of administration and the ancient Roman Empire which disintegrated because of increasing bureaucratization.

According to Weber, the need for bureaucratization in the ancient empire state arises from the maintenance of armies, public finances and most importantly power and politics. In the modern times however, the complexity within the civilization is ever increasing and therefore the demands from the administration are also getting complex.

Weber also emphasizes the importance of communication in running the bureaucracy of a State and adds that they act as pacemakers and are the prerequisites of the possibility of bureaucratic administration.

Trained bureaucracy is superior to other kinds of administration in many ways like efficiency, accuracy or precision, unity, discretion, continuation, cost and reducing overall friction in the government functioning. Weber went on to characterize a bureaucratic state by certain behavioral and structural features like:

- Division of Labor
- Hierarchy
- Rules and Rationality
- Impersonality
- Rules Orientation
- Neutrality

Weber also came up with the term called Rational-Legal authority which characterizes the modern liberal states. The tripartite classification of authority proposed by Weber explains that the states travel from Charismatic Authority to Traditional Authority and finally arrive at Rational-Legal Authority. The Rational-Legal Authority upholds that an individual or an institution has powers emanating from the legal offices that they hold. Once they leave, the power is lost as the power is associated with the office and not the office holder.

The above Rational-Legal power lies at the core of the modern bureaucracies and is practiced widely across the world. The writing of constitutions and documents, establishing offices and institutions and holding elections are all in conformity to this kind of authority practiced by political systems in mature states.



### MULTIPLE CHOICE QUESTIONS

1. "Administration is now so vast an area that a philosophy of administration comes close to being a philosophy of life".  
The above statement is attributed to  
(a) Marshal E. Dimok  
(b) Ordway Tead  
(c) Luther Gulick  
(d) L.D. White
2. The Scientific Management movement was founded by  
(a) Caiden  
(b) F.W. Taylor  
(c) Riggs  
(d) Fayol
3. Which of the following deals with the Philosophical Approach to the study of Public Administration?  
(a) Plato's Republic  
(b) Hobbes's Leviathan  
(c) Locke's Treatise on Civil Government  
(d) All of the above.
4. The term "Public Administration" was first coined in ....  
(a) 1910, U.S.A.  
(b) 1815, U.K.  
(c) 1819, U.S.S.R.  
(d) 1812, France
5. Why said "Public Administration may be defined broadly as the co-ordination of collective efforts to implement public policy"?  
(a) John M. Pfiffner  
(b) Luther Gulick  
(c) Max Weber  
(d) Woodrow Wilson
6. The Indian Institute of Public Administration was set up at New Delhi in the year.  
(a) 1954  
(b) 1968  
(c) 1913  
(d) 1980
7. Who propounded the human approach in public administration "Administration like most things, in the final analysis, a human problem to deal with human beings, not with some statistical data"  
(a) Dr. Rajendra Prasad  
(b) C. Rajgopalachari  
(c) Pt. Jawaharlal Nehru  
(d) B.R. Ambedkar
8. Who said, "It is wisely said for forms of government, let fools content, whatever is best administered, is best?"  
(a) Plato  
(b) Alexander Pope  
(c) Aristotle  
(d) Herbert A. Simon
9. Which of the following is the ultimate test of public administration?  
(a) Successful implementation of rules and procedures  
(b) Simplification of rules and procedures  
(c) Maximisation of human welfare.  
(d) none of the above
10. Who among the following argues that public administration is different from private administration?  
(a) Paul H. Appleby  
(b) Henri Fayol  
(c) Mary P. Follet  
(d) L. Urwick
11. Who among the following argues that the public administration and the private administration exhibit the same characteristics?  
(a) Paul H. Appleby  
(b) L. Irwick  
(c) Felis A. Nigro  
(d) Richard A. Warner
12. From the value-fact standpoint, the various approaches to the study of public administration can be classified as  
(a) Normative approach  
(b) Empirical approach  
(c) Empirical and Normative approaches  
(d) Historical approach
13. Plato's Republic is a good example of which of the following approaches to public administration?  
(a) Philosophical approach  
(b) Structural approach  
(c) Behavioural approach  
(d) Institutional approach
14. Hobbes's Leviathan makes use of the following approach  
(a) Philosophical approach  
(b) Structural approach  
(c) Behavioural approach  
(d) Institutional approach
15. Locke's Treatise on Civil Government is based on the  
(a) Legal approach  
(b) Structural approach  
(c) Historical approach  
(d) Philosophical approach
16. Shanti Parva of the Mahabharata illustrates which one of the following approaches?  
(a) Legal approach  
(b) Structural approach  
(c) Historical approach  
(d) Philosophical approach
17. The approach which traces its ancestry to the European tradition is the  
(a) Philosophical approach  
(b) Legal approach  
(c) Historical approach  
(d) Case-method approach
18. Which one of the following approaches to the study of public administration was formulated when the functions of the State were natural, limited and single in nature?  
(a) Philosophical approach  
(b) Case method approach  
(c) Historical approach  
(d) Legal approach

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19. In which sense public administration is different from private administration?  
(a) Legislative control (b) Productivity  
(c) Financial returns (d) None of the above
20. Which one of the following institutions is a good practical instance of the growing similarity between Public and Private Administration?  
(a) Industrial Training Institute  
(b) Administrative Staff College of India  
(c) Steel Authority of India  
(d) None of the above
21. Different approaches to the study of public administration are .... in character.  
(a) Competitive (b) Complimentary  
(c) Dichotomous (d) None of the above
22. In a military role of the administration does not care for  
(a) welfare of masses  
(b) construction of bridges and roads  
(c) maintenance of internal peace  
(d) all of the above.
23. Who said the following:  
“Administration is a social science with its own techniques, its own abstractions clustering its own techniques, its own abstractions clustering around the concept of action through human organisation and its own problems of theory”?  
(a) Wilson (b) Wallace B. Dorham  
(c) Pfiffner (d) Dr. Finer
24. In India, bureaucracy is other likened to a steel frame because of its  
(a) feudal character (b) red tapism  
(c) authoritarianism (d) career service
25. Public administration’s role in a developed country is  
(a) quantitative (b) qualitative  
(c) marginal (d) as an instrument of change
26. The Weberian model of bureaucracy in Third World developing societies, is found to be  
(a) very successful (b) functional  
(c) dysfunctional (d) none of the above
27. Who said development administration is “an action-oriented, goal oriented administration system”?  
(a) George Cant (b) Edward Weidner  
(c) Montgomery (d) Nigro
28. Match the following  
(i) W. Wilson (1) Principles of Public Administration  
(ii) FJ. Goodnow (2) Politics of Administration
- (iii) L.D. White (3) The Study of Administration  
(iv) W.F. Willoughby (4) Introduction to the Study of Public Administration
- |     |       |       |      |      |
|-----|-------|-------|------|------|
|     | 1     | 2     | 3    | 4    |
| (a) | (i)   | (iii) | (iv) | (ii) |
| (b) | (iii) | (ii)  | (i)  | (iv) |
| (c) | (iii) | (i)   | (ii) | (iv) |
| (d) | (iv)  | (iii) | (i)  | (iv) |
29. The book Creative Experience was written by  
(a) Luther H. Gulick (b) Mary P. Follett  
(c) Henry Fayol (d) None of the above
30. Who wrote Principles of Organisation  
(a) Henry Fayol (b) Mooney  
(c) Reiley (d) Both (a) and (c)
31. The years ....were the golden years of ‘principles’ in the history of Public Administration  
(a) 1948-1970 (b) 1815-1850  
(c) 1900-1927 (d) 1927-1937
32. The claim of public administration is a science was challenged by  
(a) Luther H. Gulick (b) Robert Dahl  
(c) Urwick (d) None of the above
33. In which of the following periods public administration was facing a crisis of identity?  
(a) 1970-1980 (b) 1927-1937  
(c) 1938-1947 (d) 1948-1970
34. Which among the following Indian Universities for the first time included a full paper on Public Administration  
(a) Delhi University (b) Bundelkhand University  
(c) Madras University (d) Lucknow University
35. Who said “The work which the government does to give effect to a law is called Public Administration”?  
(a) Harvey Walker (b) Simon  
(c) Waldo (d) Willoughby
36. Who said “Administration is politics since it must be responsive to the public interest”?  
(a) Fayol (b) Taylor  
(c) L. Urwick (d) Paul A. Appleby
37. Who among the following has described the management theory as a Jungle?  
(a) Elton Mayo (b) Herbert A. Simon  
(c) Harold Mayo (d) None of the above.
38. Who said “Public Administration is a detailed and systematic execution of public law”?  
(a) Herbert A. Simon (b) Leonard D. White  
(c) Luther Gulick (d) Windrow Wilson

39. Who said "Public Administration is administration related to the operations of government whether central or local"?
- (a) Percy McQueen (b) Luther Gulick  
(c) Woodrow Wilson (d) Ordway Tead
40. Dwight Waldo puts the year ..... at the dividing line between the old and new approaches to administrative study.
- (a) 1954 (b) 1958  
(c) 1945 (d) 1940
41. According to "New Public Administration" the administration must
- (a) be value oriented (b) be facts oriented  
(c) not be value oriented (d) none of the above
42. In the ancient days public administration confined itself to
- (a) police functions (b) judicial functions  
(c) philanthropic functions (d) all of the above
43. Public administration is mainly concerned with
- (a) formulation of public policies  
(b) judging the public opinion  
(c) the execution of public policy  
(d) none of the above
44. Like "Development Administration", the 'New Public Administration' is
- (a) Goal oriented (b) Change oriented  
(c) Both of the above (d) None of the above.
45. An important feature of the following period the reassertion of the ties between political science and public administration.
- (a) 1970's (b) 1980's  
(c) 1920's (d) 1950's
46. Which of the following approaches studies public administration in a chronological order?
- (a) Historical (b) Legal  
(c) Philosophical (d) None of the above
47. The Case-Method Approach to the study of public administration began to be popularized in the
- (a) 1930's (b) 1940's  
(c) 1950's (d) 1960's
48. The Behavioural Approach focuses on the actual behaviour of ... in organizations
- (a) Persons (b) Groups  
(c) Persons and groups (d) None of the above
49. ....has/have been among the pioneer pioneers of the Behavioural Approach to the study of public administration
- (a) Herbert A. Simon (b) Robert A. Dahl  
(c) Both (a) and (b) (d) Woodrow Wilson
50. The greatest institution of which approach is that one cannot get a true picture of how an organization functions in practice.
- (a) The Behavioural Approach  
(b) The Legal Approach  
(c) The Historical Approach  
(d) The Institutional and Structural approach.
51. Who wrote the book, Ideas and issues in Public Administration?
- (a) E.W. Taylor (b) Waldo  
(c) F.A. Nigro (d) Urwick
52. Who said, "In simplest terms administration is determined action taken in pursuit of a conscious purpose."?
- (a) Pfifner (b) J.A. Vieg  
(c) M.E. Dimock (d) Luther Gulick
53. Who said "Administration has to do with getting things done with the accomplishment of defined objectives?"
- (a) Gulick (b) Nigro  
(c) Pfifner (d) Vieg
54. Who wrote the book, 'Art of Public Administration'?
- (a) Urwick (b) Ordway Tead  
(c) F.W. Taylor (d) Wallace
55. Who is the author of 'The Frontiers of Public Administration'?
- (a) E.N. Gladden (b) Urwick  
(c) F.W. Taylor (d) J.M. Gass
56. The book Politics and Administration published in 1900 was the work of
- (a) Waldo (b) Goodnow  
(c) Taylor (d) Riggs
57. Sir Josiah Stamp listed .... Differences between public and private administration
- (a) six (b) four  
(c) five (d) two
58. Who first enunciated the Bureaucratic theory of Organisation?
- (a) F.W. Taylor (b) Max Weber  
(c) J.M. Pfifner (d) Vincenta-de-Gournay
59. The POSDCORB activities are said to represent the ... which are common to all the fields of administration or management.
- (a) techniques (b) teachings  
(c) theory (d) principles
60. It is remarked public and private administration are the 'two.. of the ....'
- (a) species, different genus  
(b) species, unequal genus  
(c) species, same genus  
(d) species, equal genus
61. The best experiment of the Classical Administrative theory is

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- (a) L. Gulick (b) Henri Fayol  
(c) Urwick (d) M.P. Follet
62. The Indian Institute of Public Administration was established in March 1954, as a result of the Report of and the Report of  
(a) Gorwala-1951, Appleby-1953  
(b) Appleby-1951, Gorwala-1953  
(c) Gorwala-1952, Appleby-1960  
(d) Gorwala-1990, Appleby-1989
63. An excellent administrator as a pre-requisite to his job needs to be a  
(a) Psychologist (b) Technocrat  
(c) Scientist (d) Generalist
64. The expansion of administrative directions is no due to  
(a) greed of officers for power  
(b) democratization of society  
(c) technological advancement of civilization  
(d) increasing emphasis on the welfare role of state
65. Good management does not seek  
(a) elimination of waste  
(b) effective use of resources  
(c) proper placement of personnel  
(d) protection of family life of the employees
66. "By public administration it is meant, is common usage, the activities of the executive branches of the nation, state, and local government" is the definition given by  
(a) Luther Gulick (b) Simon  
(c) Pfiffner (d) None of the above
67. Masswell Graduate School of Public Administration is in  
(a) India (b) U.K.  
(c) France (d) USA
68. The code of ethics for public an private administration are  
(a) totally same (b) same  
(c) totally different (d) cannot be defined
69. Legal Approach of administration's chief concern is iwht  
(a) welfare (b) power  
(c) duty (d) none of the above
70. The decade of .... Witnessed the arrival of eminent sociologist Max Weber on the scene of Public Administration  
(a) 1930's (b) 1940's  
(c) 1950's (d) 1960's
71. Which aspect of Public Administration lends special character to it?  
(a) Local (b) Public  
(c) Global (d) Private
72. About some of the classical 'Principles' Simon's conclusion was that these were  
(a) Unscientifically derived and were no more than proverbs  
(b) Obsolete principles  
(c) Scientifically derived and are of great value  
(d) None of the above
73. Robert Dahl's essay identified ... important problems in evolution of a science of Public Administration  
(a) Two (b) Many  
(c) Three (d) Four
74. "A public administration which fails to work for changes which try to redress the deprivation of minorities will likely be eventually used to express these minorities". This is the quote of  
(a) Mary Follet (b) L.D. White  
(c) Frederickson (d) J. Stamp
75. New Public Administration  
(a) is very much prevalent in India  
(b) has been in India since Independence  
(c) India does not yet have  
(d) None of the above
76. As Public Administration is manned by and meant for human being, the human factor  
(a) becomes a central concern to it  
(b) is very mechanical  
(c) is generally overlooked by scholars  
(d) None of the above
77. In 1914, the American Political Science Association published a report which delineated the objectives of the teaching of political science. One of th objectives proclaimed was  
(a) to prepare specialists for governmental positions  
(b) to prepare generalists for governmental positions  
(c) to prepare both generalists and specialists for governmental positions  
(d) none of the above.
78. The American Political Science Association published a report which discussed the objectives of the teaching of Political Science in the year-  
(a) 1917 (b) 1911  
(c) 1914 (d) 1916
79. Who among the following found administration in the final analysis, essentially as a human problem?  
(a) Woodrow Wilson (b) Grway Tead  
(c) Jawaharlal Nehru (d) F.W. Riggs
80. The human factor in Public Administration is expressed to the risk of being forgotten or neglected, primarily due to the fact that

- (a) A large organisation inevitably results in depersonalization  
 (b) A large organisation results in the loss of an individually for the member  
 (c) A large organisation treats an individual member as a mere cog in the machine.  
 (d) There is a growing trend of insulting work of management and supervision from the operational levels.
- 81.** "It is necessary to emphasise the facts that popular political processes which are the essence of democracy can only work through government organisation and are not merely administrative entities. They are and must be political organisations." Who said this?  
 (a) Paul H. Appleby (b) R. Vance  
 (c) John M. Pfifner (d) L. Urwick
- 82.** By which of the following set up, a private administrative unit can become a public administrative unit?  
 (a) A revolutionary change of political system and a change of equity structure.  
 (b) A change of equity structure and nationalization  
 (c) Nationalization and taking over of the sick unit  
 (d) De-centralization
- 83.** The basic similarity between the Public Administration and the Private Administration is that  
 (1) Many of the managerial techniques are common to both  
 (2) Some of the practices on vogue in private administration have been influencing public administration, and are even assimilated by the latter.  
 (3) The responsibility of the government of ficial as of his counterpart in the private business is the same in as much as each aims at achieving results in his assignment field of work by getting things done.  
 (4) Public and Private Administration function in the same environment.  
 Which of the following codes represent the true answer?  
 (a) (1+2) (b) (1+2+3)  
 (c) (1+3) (d) (1+2+3+4)
- 84.** Gerald Caiden has mentioned that the crucial role assessed by Public Administration in contemporary society is  
 (a) Institutionalization of socio-economic change  
 (b) Strengthening the roots of democracy  
 (c) Demoralising administration  
 (d) Strengthening of human relations, in administration.
- 85.** Consider the following statements about the Post-World War II writings in Public Administration?  
 1. These seek to undertake cross-cultural studies.  
 2. These seek to evolve true science of administration based on inter-disciplinary approach  
 3. These seek to develop appropriate methodology.  
 4. These seek to analyse all types of social phenomena.  
 Which of the above are true?  
 Select the correct answer using codes given below:  
 (a) 1 and 2 (b) 2 and 3  
 (c) 3 and 4 (d) 1 and 4
- 86.** Which of the following statements regarding "New Public Administration" is true?  
 1. It rejects that Public Administration which is value-free.  
 2. It rejects Public Administration dichotomy.  
 3. Its rejects Politics-Administration which is not properly involved in policy.  
 4. It is more or less bureaucratic and hierarchical.  
 Which of the above are true?  
 Select the correct answer using the codes given below:  
 (a) 1 and 2 (b) 3 and 4  
 (c) 2 and 3 (d) 1 and 4
- 87.** The following exercise control over Public Administration  
 1. Public Opinion  
 2. Professional standards and ethics  
 3. Nature of the society  
 4. Private limited companies  
 Which of the codes below is correct?  
 (a) (1) + (2) (b) (2) + (3) + (4)  
 (c) (1) + (2) + (3) (d) (1) + (2) + (3) + (4)
- 88.** Shanti Parva of the Mahabharata illustrates  
 (a) Historical approach (b) Philosophical approach  
 (c) Structural approach (d) Legal approach
- 89.** Administration  
 (a) is an art (b) is a science  
 (c) Both (a) & (b) (d) None of the above
- 90.** In which of the following directions does Public Administration move at present?  
 (1) Multi-foci in study (2) Mini-Paradigms  
 (3) New Public Administration  
 (4) Locus and Focus approach  
 Choose the correct answer using the codes given below:  
 (a) 1 and 2 (b) 3 and 4  
 (c) 2 and 3 (d) 1 and 3
- 91.** "The purpose of public organization in the reduction of economic, social and psychic suffering and the enhancement of life opportunities for all those inside and outside organization." Who said this?  
 (a) Waldo (b) Charlesworth  
 (c) Herman Finer (d) Frank Marini

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92. "The case method approach has been motivated by a commitment to the objectives and methods of the social sciences, to be sure, but it has been shaped also by a considerable sensitivity in traditional concerns of the humanities and by a practical interest in pedagogy as against research" Who said this ?
- (a) Plato (b) Grway Tead  
(c) Dwight Waldo (d) Herbert Simon
93. The Indian Institute of Public Administration was established in March 1954, as a result of the .... Report of .. and the ....Report of
- (a) Gorwala – 1951, Appleby – 1953  
(b) Appleby – 1951, Gorwala – 1953  
(c) Gorwala -1952, Appleby- 1960  
(d) Gorwala – 1990, Appleby- 1989
94. The differences between Public Administration and business administration can be looked at from the input-output side of its account.  
This is the view of
- (a) Woodrow Wilson (b) Peter Self  
(c) Desmond Keeling (d) None of the above.
95. "Administration is the organization and direction of all material resources to achieve desired ends."  
This is the quote of
- (a) James L. Ferry (b) John A. Vieg  
(c) Pfiffner and Presthus (d) None of the above.
96. Which of the following points is/are correct regarding public administration in present day context?
1. Purposes of public administration have been completely reoriented.
  2. Functions of public administration have increased in number
  3. Methodology of public administration has grown from trial-and-error into an orderly discipline.
- (a) 2, 3 (b) 1, 2  
(c) Only 1 (d) 1, 2, 3
97. The scope and importance of public administration does not include
- (a) public administration overrides private concerns  
(b) growing social complexity and specialisation  
(c) egalitarianism  
(d) any concern for individual's material and spiritual needs.
98. Cameralist scholars are constituted of
- (a) Austrian and Chinese scholars  
(b) German and French scholars  
(c) Austrian and ancient Indian thinkers  
(d) German and Austrian scholars
99. The most important paradigm in Public Administration has been
- (a) the concept of Henri Fayol and others  
(b) the weberian concept of bureaucracy  
(c) the concept of human relationists  
(d) none of the above.
100. The text prepared by the United Nations Organisation (UNO) holds the view that
- (a) administration and management are dichotomous  
(b) administration and management are synonymous  
(c) management plays little role in policy implementation  
(d) administration is unit in itself and does involve management.
101. Which of the following is not true about the third phase of Public Administration?
- (a) Social and psychological factors emerged in work situation.  
(b) Reacted against mechanical approach of scientific management  
(c) Attention was given in formal organization in informal set-ups.  
(d) Politics and administration could not be conceived a complementary in their respective Jurisdiction.
102. What is the meaning of 'shop floor'?
- (a) Bottom part of an organisation  
(b) Middle part of an organization  
(c) Top part of an organization  
(d) Technical wing of an organization
103. Which of the following is not a philosophical approach of the study of public administration
- (a) The method of work of the Bhagvad Gita  
(b) Leviathan of Hobbes  
(c) The Republic of Plato  
(d) The Treatise on Civil Government
104. The Government of India preferential treatment to SC/ST class because
1. SC/ST class are underprivileged
  2. of constitutional responsibility
  3. SC/ST class are always treated as inferior by upper cases
  4. economically the SC./ST class are not sound.
- (a) 1,3,4 (b) 1,2  
(c) 1,2,4 (d) 1,4

- 105.** What is common among Vieg, Marshall E, Dimock Nigor and L.D.White?  
 (a) Administration is common to both public and private affairs  
 (b) Only supervisory activities constitute administration.  
 (c) Administration is the sum total of all activities  
 (d) Administration is the accomplishment of defined objectives.
- 106.** Which of the following is not responsible for the neglect of human factor in public administration?  
 (a) Rigid command relationship  
 (b) Insulting work of management and supervision from the operational level  
 (c) Depersonalisation of large organizations  
 (d) Maintenance of effective communications and relationships with employees within the general framework of the organization
- 107.** A rough practical method of assessing or measuring something, usually based on past experience rather than an exact measurement, this is otherwise known as  
 (a) barter system (b) classical economy  
 (c) Parito optimality (d) rule-of-thumb
- 108.** Political economy approach was developed by  
 (a) Lorenz and Laffer  
 (b) Adam Smith  
 (c) Anthony Downs and Gordon Tullock  
 (d) All of the above
- 109.** Which of the following notes cannot help bureaucrats to cope with the present day social problems?  
 (a) Political campaigner (b) Social reformer  
 (c) Economic manager (d) Political manager
- 110.** Public corporation is 'a halfway house between its commercial prototype and the traditional governmental department'. This definition was given by  
 (a) John and Presthus  
 (b) Pfiffner  
 (c) Pfiffner, John, Presthus, Vance  
 (d) None of the above
- 111.** Which of the following is not advocated by the New Public Administration  
 (a) Behaviouralism  
 (b) Decentralisation of delegation  
 (c) Humanism  
 (d) Pluralism
- 112.** Match List I with List II and select the correct answer code
- | <b>List I</b>       | <b>List II</b>                         |
|---------------------|--|
| <b>(Author)</b>     | <b>(Name of the Book)</b>              |
| A. Chestrer Bernard | 1. Politics and Administration         |
| B. Willoughby       | 2. Creative Experience                 |
| C. Frand Goodnow    | 3. Principles of Public Administration |
| D. Mary P Follet    | 4. Functions of the Executive          |
|                     | 5. Administrative Behaviour            |
- CODES**
- |     | A | B | C | D |
|-----|---|---|---|---|
| (a) | 4 | 1 | 3 | 2 |
| (b) | 5 | 4 | 3 | 2 |
| (c) | 1 | 2 | 3 | 4 |
| (d) | 2 | 1 | 4 | 5 |
- 113** Match List I with List II and select the correct answer code.
- | <b>List I (Book)</b>                           | <b>List II (Author)</b> |
|--|-------------------------|
| A. Administration: Its purpose and performance | 1. Brooks Adams         |
| B. The theory of Social Revolutions            | 2. James Perry          |
| C. Big Democracy                               | 3. Ordway Tead          |
| D. Hand Book of Public Administration          | 4. Felix A. Nigro       |
|  | 5. Paul Appleby         |
- Codes:**
- |     | A | B | C | D |
|-----|---|---|---|---|
| (a) | 3 | 1 | 5 | 2 |
| (b) | 1 | 2 | 4 | 5 |
| (c) | 4 | 5 | 3 | 2 |
| (d) | 3 | 4 | 2 | 1 |
- 114** Match List I and List II and select the correct answer code:
- | <b>List I (Dominant Thinkers)</b> | <b>List II (Period)</b> |
|-----------------------------------|-------------------------|
| A. Frank. J. Goodnow              | 1. III                  |
| B. W.F. Willoughby                | 2. IV                   |
| C. Chester J. Bernard             | 3. V                    |
| D. James G. March                 | 4. I                    |
|                                   | 5. II                   |
- Codes:**
- |     | A | B | C | D |
|-----|---|---|---|---|
| (a) | 3 | 2 | 4 | 5 |
| (b) | 4 | 5 | 1 | 2 |
| (c) | 4 | 2 | 3 | 1 |
| (d) | 3 | 1 | 2 | 5 |

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**115** Match List I with List II and select the correct answer code.

<b>List I (Era)</b>	<b>List II</b>
A. Era of Politics administration dichotomy	1. 1938-1947
B. Principles of Administration	2. 1887-1926
C. Approach to Organisational Analysis	3. 1927-1937
D. Crisis of Identity.	4. 1948-1970
	5. 1950-1980

**Codes:**

	A	B	C	D
(a)	2	3	1	4
(b)	5	2	3	4
(c)	1	2	3	4
(d)	1	2	3	5

**Directions:** Questions 116 to 120 consist of two statements, one labeled the 'Assertion A' and the other labelled as 'Reason R'. Select the correct answer to these using the codes given below.

**Codes:**

- (a) Both A and R are true and R is the correct explanation of A.
- (b) Both A and R are true but R is not the correct explanation of A.
- (c) A is true but R is false.
- (d) A is false but R is true.

**116. Assertion (A):** In welfare states, Public Administration touches almost all aspects of a citizen's life.

**Reason (R):** Development approach aims at establishing propositions about administrative behaviour which transcend national boundaries.

<b>List I (Different phases of Public Admn.)</b>	<b>List II (Period)</b>
A. Phase I	1. 1938-1947
B. Phase II	2. 1887-1926
C. Phase III	3. 1947-1970
D. Phase IV	4. 1927-1937
E. Phase V	5. 1987-2000
	6. 1970 onwards
	7. 1990 onwards

**Codes:**

	A	B	C	D	E
(a)	2	4	1	5	7
(b)	5	3	1	3	6
(c)	5	4	1	3	7
(d)	2	4	1	3	6

**117. Assertion (A):** Public Administration is more comprehensive than private administration.

**Reason (R):** Public administration regulates private administration.

<b>List I (Book)</b>	<b>List II (Period)</b>
A. Introduction to the study of Public Administration	1. 1929
B. Principles of Public Administration	2. 1938
C. Papers on the Science of Administration	3. 1926
D. Functions of the Executive	4. 1937
	5. 1927

**Codes:**

	A	B	C	D
(a)	5	4	2	3
(b)	3	5	4	2
(c)	1	2	3	4
(d)	3	5	4	1

**118. Assertion (A):** John Gaus first elaborated ecological approach in the study of public administration in his book Relations of Public Administration.

**Reason (R):** Ecological approach in administration is framed by the values of the administration it functions, and in turn administrative culture depends on values and traits of a social system as a whole.

<b>List I</b>	<b>List II</b>
A. Andrew Arato	1. Public Choice Approach
B. Y. Dror	2. Ecological Approach
C. F. W. Riggs	3. Critical Approach
D. Vincent Ostrom	4. Policy Analysis Approach
	5. Development Approach

**Codes:**

	A	B	C	D
(a)	3	2	4	5
(b)	4	5	2	1
(c)	5	4	2	3
(d)	3	4	5	1

**119. Assertion (A):** Efficiency and economy are the watch words of public administration.

**Reason (R):** The book Introduction to the Study of Public Administration deals with politics-administration dichotomy.



**List I**

- A. Psychological and behavioural factors in organisational analysis.
- B. Long range planning and human relations in industry and Government.
- C. Rejected classical principles of administration and politics-administration dichotomy.
- D. Challenged public administration as science.

**List II**

1. Simon
2. Peter Drucker
3. Chester Bernard
4. Robert Dahl

**Codes:**

- |     | A | B | C | D |
|-----|---|---|---|---|
| (a) | 2 | 1 | 3 | 4 |
| (b) | 3 | 2 | 1 | 4 |
| (c) | 3 | 2 | 4 | 1 |
| (d) | 4 | 1 | 2 | 3 |

- 120.** Assertion (A): The Minnowbrook Conference brought Public Administration closer to political science.

**Reason (R):** New Public Administration puts emphasis on the ethics and values, innovation and social equality.

**List I**

- A. Democratic Public Administration
- B. 'Change' as the synonym of 'development'
- C. Deterministic unilinear theory as the synonym of 'development'
- D. Deterministic unilinear theory of political evolution.
- E. Political development is equal to the ability of political system to grow or adjust to new demands

**List II**

1. La Palombara
2. Diament
3. Ordway Tead
4. Gabriel Arnold

**Codes:**

- |     | A | B | C | D |
|-----|---|---|---|---|
| (a) | 3 | 4 | 1 | 2 |
| (b) | 2 | 3 | 4 | 1 |
| (c) | 3 | 4 | 2 | 1 |
| (d) | 4 | 3 | 2 | 1 |

- 121.** The word 'administer' is derived from the two words 'ad' and 'ministrate'.

- (a) French (b) Latin
- (c) Greek (d) English

- 122.** "Administrative" means

- (a) to care for (b) to look after people
- (c) to manage affairs (d) all of the above

- 123.** Who said "Administration is concerned with the what and the how of government"?

- (a) Mashal E. Dimock (b) Harvey Walker
- (c) Luther Gulick (d) Willoughby

- 124.** Which is the most ancient approach?

- (a) Legal approach (b) Historical approach
- (c) Case-method approach (d) Philosophical approach

- 125.** Public Administration as a discipline was born in the

- (a) United Kingdom (b) France
- (c) Sweden (d) United States of America.

- 126.** A government consists of

- (a) Legislature and Judiciary.
- (b) Judiciary and Executive.
- (c) Legislature and Executive.
- (d) Legislature, Executive and Judiciary.

- 127.** Modern public administration was first taught as a part for the training course of public officials-on-probation in

- (a) England. (b) U.S.A.
- (c) Sweden. (d) Prussia.

- 128.** Defined in a broader sense, public administration denotes the work involved in the actual conduct of

- (a) Legislature. (b) Executive.
- (c) Judiciary. (d) Government affairs.

- 129.** According to whom administration is, "the direction, coordination and control of many persons to achieve some purpose or objective."

- (a) L.D. White (b) Herbert A. Simon
- (c) E.N. Gladden (d) Karl Marx

- 130.** In a narrow sense, public administration restricts itself to the operations of

- (a) Judiciary (b) Legislature
- (c) Executive (d) None of the above

- 131.** Who said, "In its broader sense, administration can be defined as the activities of groups co-operating to accomplish common goals"?

- (a) Max Weber (b) H.A. Simon
- (c) Willoughby (d) None of the above

- 132.** Which view holds that administration is the sum total of all the activities-manual, clerical, managerial, technical etc.?

- (a) Managerial view (b) Integral view
- (c) Both of the above (d) None of the above

- 133.** The integral view of administration has its strong advocate in

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- (a) Marshal E. Dimock (b) Luther Gulick  
(c) L.D. White (d) None of the above
134. The managerial view of administration includes these activities in its purview  
(a) manual and clerical (b) managerial  
(c) technical (d) None of the above
135. Luther Gulick views public administration as embracing .... branch only  
(a) Judiciary (b) Executive  
(c) Legislative (d) None of the above
136. In India, generally, public administration is not defined as to include the  
(a) Legislative branch only  
(b) Executive branch only  
(c) Judiciary only  
(d) All of the above
137. Public administration as, "the organisation and direction of human and material resources to achieve desired ends" is the definition given by  
(a) F.M. Marx  
(b) Max Weber  
(c) Thompson and Simon  
(d) Pfiffner and Presthus
138. Luther Gulick subscribes to the managerial view, and views the various managerial functions which he has nearly summed up as  
(a) CORBPOSD (b) POSDCOBR  
(c) POSDCORB (d) PODSCORB
139. The letter "B" in POSDCORB stands for  
(a) beginning (b) budgeting  
(c) bonus (d) none of the above
140. The letter "R" in POSDCORB stands for  
(a) revenue (b) registration  
(c) radicalism (d) reperting
141. Public Administration is the bureaucratic machinery of the government.  
(a) political (b) semi-political  
(c) non-political (d) none of the above
142. Who said "Public Administration is the fulfillment or enforcement of public policy as declared by the competent authorities .... Public Administration is law in action. It is the executive side of the government?"  
(a) F.A. Nigro (b) Simon  
(c) Dimock (d) L.D. White
143. The letter "P" in POSDCORB stands for  
(a) post-mortem (b) postage  
(c) planning (d) processing
144. Public Administration includes  
(a) the collection of revenue  
(b) maintenance of law and order  
(c) running the railway and postal services  
(d) all of the above
145. The letter "D" in POSDCORB stands for  
(a) directing (b) delegation  
(c) doing (d) none of the above.
146. "Public administration is that part of the science of administration which has to do with government and, thus, concerns itself primarily with the executive branch, where the work of government is done, though there are obviously administrative problems also in connection with legislative and judicial branches". The definition of public administration has been advanced by  
(a) Luther Gulick (b) L.D. White  
(c) W.F. Willoughby (d) L. Urwick
147. The letter "C" in POSDCORB stands for  
(a) co-ordination (b) communication  
(c) Competition (d) Consumption
148. Public Administration is a co-operative group effort in a public setting". This was stated by  
(a) Dimock (b) J.M. Pfiffner  
(c) A. Felix (d) F.A. Nigro
149. The letter "S" in POSDCORB stands for  
(a) standards (b) staffing  
(c) steering (d) none of the above
150. The letter "D" in POSDCORB stands for  
(a) openness (b) ombudsman  
(c) organisation (d) none of the above
151. Who of the following supported the managerial view of administration?  
i) L.D White ii) Simon  
iii) Luther Gullick iv) Smithburg and Thompson  
(a) i & ii (b) ii & iii  
(c) iii & iv (d) ii, iii & iv
152. Administration would differ from one field to another according to the subject matter. This statement explains the :  
(a) Managerial view of administration  
(b) Wider view of administration  
(c) Integral view of administration  
(d) Narrower view of administration
153. Who coined the acronym POSDCORB?  
(a) Gulick and Urwick (b) Urwick  
(c) Gulick (d) Henry Fayol

- 154.** Who among the following says that public administration includes the operations of only the executive branch of the government?  
 a) L.D.White and Luther Gulick  
 b) L.D.White  
 c) Luther Gulick  
 d) W.F.Willoughby
- 155.** Who among the following defined administration as “the organisation and direction of human and material resources to achieve desired ends”?  
 (a) L.D.White (b) J.M.Pfiffner  
 (c) John A.Vieg (d) H.A.Simon
- 156.** “Administration has to do with getting things done; with the accomplishment of defined objectives”. Who said this?  
 (a) Henry Fayol (b) Woodrow Wilson  
 (c) Luther Gulick (d) Lyndall Urwick
- 157.** Which of the following statements are correct about public administration?  
 i) It is the management of affairs of government.  
 ii) It is the non-political bureaucratic machinery of the government.  
 iii) It operates within a political context.  
 iv) It is the action part of the government.
- Select the correct code:  
 (a) i & ii (b) i, ii & iii  
 (c) ii, iii & iv (d) i, ii, iii & iv
- 158.** Public administration includes all the activities of government whether falling in the sphere of the legislative, executive or judicial branch of the government. This statement reflects the:  
 (a) Intergral view of administration  
 (b) Wider view of administration  
 (c) Managerial view of administration  
 (d) Narrower view of administration
- 159.** Which of the following statements about administration are correct?  
 i) It permeates all planned human activities.  
 ii) It is a cooperative effort.  
 iii) The term ‘administration’ is derived from the Greek word.  
 iv) It is always in pursuit of attaining desired ends.  
 Select the correct code :  
 (a) i & ii (b) i, ii,iii &iv  
 (c) ii & iii (d) i, ii & iv
- 160.** Who is the father of public administration?  
 (a) Woodrow Wilson (b) Luther Gulick  
 (c) L. D. White (d) W. F. Willoughby

## ANSWERS

- |          |          |          |          |          |          |          |          |          |          |
|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|
| 1. (a)   | 2. (b)   | 3. (d)   | 4. (d)   | 5. (a)   | 6. (a)   | 7. (c)   | 8. (b)   | 9. (d)   | 10. (a)  |
| 11. (b)  | 12. (c)  | 13. (a)  | 14. (a)  | 15. (d)  | 16. (d)  | 17. (b)  | 18. (d)  | 19. (a)  | 20. (b)  |
| 21. (b)  | 22. (a)  | 23. (b)  | 24. (a)  | 25. (b)  | 26. (c)  | 27. (b)  | 28. (b)  | 29. (b)  | 30. (d)  |
| 31. (d)  | 32. (b)  | 33. (d)  | 34. (d)  | 35. (a)  | 36. (d)  | 37. (c)  | 38. (d)  | 39. (a)  | 40. (d)  |
| 41. (a)  | 42. (d)  | 43. (c)  | 44. (c)  | 45. (d)  | 46. (a)  | 47. (a)  | 48. (c)  | 49. (c)  | 50. (d)  |
| 51. (b)  | 52. (b)  | 53. (a)  | 54. (b)  | 55. (d)  | 56. (b)  | 57. (b)  | 58. (d)  | 59. (a)  | 60. (b)  |
| 61. (c)  | 62. (a)  | 63. (d)  | 64. (a)  | 65. (d)  | 66. (b)  | 67. (c)  | 68. (c)  | 69. (b)  | 70. (b)  |
| 71. (d)  | 72. (a)  | 73. (c)  | 74. (c)  | 75. (c)  | 76. (a)  | 77. (a)  | 78. (c)  | 79. (c)  | 80. (b)  |
| 81. (a)  | 82. (a)  | 83. (b)  | 84. (a)  | 85. (d)  | 86. (c)  | 87. (d)  | 88. (d)  | 89. (a)  | 90. (c)  |
| 91. (b)  | 92. (c)  | 93. (d)  | 94. (d)  | 95. (c)  | 96. (a)  | 97. (b)  | 98. (c)  | 99. (d)  | 100. (d) |
| 101. (d) | 102. (b) | 103. (b) | 104. (c) | 105. (a) | 106. (a) | 107. (b) | 108. (c) | 109. (d) | 110. (d) |
| 111. (c) | 112. (c) | 113. (c) | 114. (a) | 115. (c) | 116. (a) | 117. (b) | 118. (a) | 119. (b) | 120. (b) |
| 121. (b) | 122. (d) | 123. (a) | 124. (d) | 125. (d) | 126. (d) | 127. (d) | 128. (d) | 129. (d) | 130. (c) |
| 131. (b) | 132. (b) | 133. (a) | 134. (b) | 135. (b) | 136. (d) | 137. (d) | 138. (d) | 139. (b) | 140. (d) |
| 141. (c) | 142. (c) | 143. (c) | 144. (d) | 145. (a) | 146. (a) | 147. (a) | 148. (d) | 149. (b) | 150. (c) |
| 151. (d) | 152. (c) | 153. (c) | 154. (c) | 155. (b) | 156. (c) | 157. (d) | 158. (b) | 159. (d) | 160. (a) |