

**BLOCK : I**

**PUBLIC ADMINISTRATION AS A DISCIPLINE**

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**Unit-1 :**  
**Concept, Nature and Scope**

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**Unit Structure**

- 1.1 Introduction
- 1.2 Objectives
- 1.3 Meaning of Public Administration
  - 1.3.1 Origin of Public Administration
- 1.4 Definition of Public Administration
- 1.5 Approaches to the study of Public Administration
- 1.6 Nature of Public Administration
- 1.7 Scope of Public Administration
- 1.8 Distinction between Public and Private Administration
- 1.9 Summing Up
- 1.10 References and Suggested Readings

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**1.1 Introduction**

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This unit is an attempt to offer you a systematic conceptualization of Public Administration as an academic discipline. Public Administration is important for the holistic development of the society as it thrives on the democratic values of justice and equality. With the aim to ensure the effective working of the administrative machinery, Public Administration plays an important role in the society. As Public Administration is becoming an integral part of society, the functions of the administrative machinery are rapidly expanding to every sphere of human and state activity. So it will not be an exaggeration to say that the progress of a country is highly determined by the quality of its public administration. In this unit our aim is to discuss the various perspectives which will help us to understand the importance and quality of the administrative procedure of a country. Here, we plan to introduce you with the meaning and definition of Public Administration as well as the views of many prominent scholars to help you understand the basic concepts of Public Administration. The opinion of the thinkers is useful in terms of the analysis of its nature and scope through two different perspectives or views:

- i) managerial and
- ii) integral.

In this unit our aim is to address the various perspectives relevant to the

concepts, nature and Scope of Public Administration.

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## **1.2 Objectives :**

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As the study of Public Administration is becoming increasingly relevant in present global scenario, in this unit we aim to offer you the basic concepts necessary for the theory and practice of Public Administration. After reading this unit you will be able to:

- Discuss the meaning, concept and definition of Public Administration
- To trace the origin of public administration.
- Describe the approaches to the study of Public Administration
- Distinguish Public Administration from Private Administration
- Discuss the current trends of Public Administration

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## **1.3 Meaning of Public administration :**

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A discussion of the meaning of Public Administration is incomplete if we are not aware of the meaning of the term 'administration'. The English word 'administration' is derived from two Latin words "ad" and "ministrare" which means "to serve", "to manage" or "to look after people". Hence, literally it means management of affairs whether it is public or private. In terms of Political Science, 'administration' means the sum total of the activities undertaken to implement public policy or policies, to produce some services or goods for the better endurance of its citizens. For example, services like the Indian Railway or educational administrations are not profit-oriented as such services aim for the holistic development of the society by providing better service for the citizens. You know that every nation has some common goals and objectives and India too aspires to live by its common objectives of ensuring the welfare of the people by eradication of poverty, illiteracy and peaceful cooperation with other nations. The administrative machinery helps to achieve these goals and translate the concept of welfare state into reality. So, administration can be defined as a co-operative human effort towards achieving common goals as the future of a country depends on its administration.

After discussing the meaning of administration, we are now in a better position to describe Public administration which can be broadly defined as the development, implementation and study of the three branches of government policy. Public Administration, as you know, is a segment of the broader field of 'administration'. However, the pursuit of public good by enhancing civil society and social justice is the ultimate goal of the

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field of Public Administration. Though Public Administration is historically referred to as government management yet it increasingly encompasses non-governmental organizations (NGOs) that also operate with a similar, primary dedication to the betterment of the condition of humanity. To summarize briefly, we can conceptualise Public Administration as the discipline which is concerned with the organization along with its procedures for the formulation and implementation of public policies.

Woodrow Wilson is considered the father of Public Administration as he is the first thinker to formally recognize Public Administration in an article entitled “The Study of Administration” published in 1887. According to him “it is the object of administrative study to discover, first, what government can properly and successfully do, and, secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or of energy”. In his article, Woodrow Wilson outlined what later happened to be called the politics-administration dichotomy, a theoretical model that emphasizes distinct features of public administration vis-à-vis politics. Hence, from his writings we find that Public Administration is closely related with the governmental activities. The discussion of this view helps us to get an elaborate idea of the working of government. To elaborate, in a democratic country, Government consists of two types of executives:

- 1. Political and**
- 2. Non-Political**

The political executive is selected on a temporary basis. For example, in India, ministers are elected for fixed terms of five years. After the completion of their term, they either quit from the office or the people re-elect them as their representatives. The non-political executive is permanent as the members are appointed for a long term. Both the executives are interrelated and interdependent and thrive on a partnership of mutual dependence. The political executive is responsible for policy formulation and the non-political executive is responsible for the implementation of the policies. They translate political objectives into practical realities and this process is known as Public Administration. In other words, Public Administration is a means to implement political decisions. Hence, we can say that Public Administration is that branch of administration which operates within a specific political setting. We can also say that Public Administration is concerned with decision making, planning the work, formulating objectives and goals, working with the legislature and citizen’s organizations to gain public support

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and fund for the government programmes.

**Stop to Consider :**

**Wilson’s view of Public Administration**

In the article written in 1887, Wilson advocates the following four concepts relevant to the study of Public Administration:

- Separation of politics and administration
- Comparative analysis of political and private organizations
- Improving efficiency of the public administrators in comparison with the entrepreneur’s indulging in profit-oriented activities.
- Improving the effectiveness of public service through the management and training of civil servants.

Thus, we find that Wilson basically tries to separate Public Administration from Politics and wants to give it a separate identity.

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**1.3.1 Origin of Public Administration :**

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Public Administration got its impetus in the early writings of many classical scholars. Classical scholars including Plato, Aristotle and Machiavelli are important figures for the subsequent generations of scholars studying Public Administration. Until the birth of a nation state, the principal emphasis of the governors was on moral and political aspects of human nature as well as on the organization of the governing bodies. Machiavelli’s book *The Prince* is an interesting manual for the development of the European princes or governors as the book offered practical advice for proper administration of the government. This work represents one of the first Western expressions of the methodology of government. With the passing of time, scholars and governors persisted in their various endeavours explaining how one governs. Later Lorenz Von Stein, a German professor from Vienna, is considered as the founder of the science of Public Administration in many parts of the world. In the time of Von Stein, Public Administration was considered a form of administrative law. But in the true sense, W. Wilson is entitled with the honour of discussing Public Administration as a separate discipline. After him, Henri Fayol, Fredrick W. Taylor, Paul Appleby, Frank Goodnow, and William Willoughby helped in the growth of Public Administration.

In the late 1990s, Janet and Robert Denhardt proposed a new public service model. The chief contribution made by this model is the focus

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Administration with greater clarity. Here we will discuss some important definitions given by the prominent scholars.

According to L.D. White, “Public Administration consists of all those operations having for their purpose the fulfilment or enforcement of public policy. It is the direction, coordination and control of many persons to achieve some purpose or objectives”.

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

According to Marshel E. Dimock “Public administration is the fulfilment or enforcement of public policy as declared by the competent authorities. It deals with the problem and powers, the organisation and techniques of management involved in carrying out the laws and policies formulated by the policy-making agencies of government. Public Administration is law in action. It is the executive side of government.”

Woodrow Wilson stated that Public administration “is detailed and systematic execution of public law. Every particular application of law is an act of administration”.

According to Simon, “By Administration is meant, in common usage the activities of the executive branches of the national, state, and local governments.”

According to Gladden, Public Administration is concerned with the administration of the government.”

Pfiffner and Presthus define it as the organization and direction of human and material resources to achieve desired ends.

According to Pfiffner, “Public Administration consists of getting the work of government done by coordinating the efforts of people so that they can work together to accomplish their set tasks.”

Administration embraces activities which may be highly technical or specialized such as public health and building the bridges. It also involves managing, directing, and supervising the activities of thousands, even millions of workers so that some order and efficiency may result from their work”. Apart from the conceptualisation of Public Administration in terms of the above definitions, we can also explore it in different contexts.

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The two usages of Public Administration are:

1. It is an activity
2. It also refers to the discipline or the subject of intellectual inquiry and study.

Hence, it can be said that maintaining law and order in a country is a part of public administration. Analysed in terms of the wider sense, the term Public Administration is mainly related to the governmental activities concerned with the welfare of the people. Hence, we can attempt to summarize the definitions for a better understanding of the dynamics of Public Administration. The definitions highlight the fact that Public administration is primarily related to administrative duties and public administrators work in public agencies, at all levels of government, and perform a wide range of tasks.

Public administrators collect and analyze data (statistics), monitor fiscal operations (budgets, accounts, and cash flow), organize large events and meetings, draft legislation, develop policy, and frequently execute legally mandated government activities. Regarding this final facet, public administrators find themselves serving as parole officers, secretaries, note takers, paperwork processors, records keepers, notaries of the public, cashiers, and managers. Indeed, the discipline merges with many vocational fields such as Information Technology, Finance, Law, and Engineering. When it comes to the delivery and evaluation of public services, a public administrator is undoubtedly involved as Public Administration is an integral part of a society and a dominant factor of life in modern age. It permeates all human activities necessary for human survival.

**SAQ :**

Do you think that the definitions discussed in this unit are adequate to help you address the dynamics of Public Administration? (80 words)

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**Comparative Analysis of the Definitions :** After going through the earlier section, we are already familiar with different definitions of Public Administration as evident in the writings of different scholars. A comparative analysis of these definitions highlights the diverse nature of

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the discipline. The scholarly debate and different interpretations of Public Administration build on the following two crucial points:

- (1) The first point is whether administration is the whole complex of activities relating to a purpose or the special activity of management which is exhibited in all fields of co-operative endeavour independently of the purpose.
- (2) The second point is whether Public administration is conterminous with governmental activity as a whole, or is confined only to the executive branch.

Broadly speaking the definitions of Public Administration falls under two categories. The emphasis of the first category is on the wider view of Public Administration although its activity is restricted to its scope and the second category is restrictive in view and scope. The definitions of L.D. White fall into the first category as the emphasis is on the wider view of Public Administration. White's conceptualisation of the enforcement of public policy is helpful to understand the dynamics of Public Administration and according to him, it is not simply the managerial activity as it includes all the operations but its function is limited to the execution of policy only.

In the second category, we find the definitions concentrating on the restricted or narrow view of the nature and scope of Public Administration. Merson's definition of translating policies into operations and getting things done comes under this category. So, we can study these definitions as useful guides to formulate our conceptual understanding of the nature and scope of Public Administration.

As we have seen, some scholars favour the wider view and some opt for the restrictive/narrower view. Dimock, Gulick and Simon opt for the restrictive view and repeatedly said that Public administration is the art of government. Simon also develops other relevant theories. He teaches that a strictly economic man, one who maximizes returns or values by making decisions based upon complete information in unlimited time, is unrealistic. Instead, most public administrators use a sufficient amount of information to make a satisfactory decision. On the other hand, any act of government involving the executive branch is an act of administration and is a narrower or restricted view of Public administration. As stated earlier, the discipline is closely related to our life as each step of the government towards the welfare of the people is an act of administration. Scholars like W. Wilson and Gulick dwell on

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this issue in their definitions of Public Administration. The definitions stated earlier show that Public Administration consists of performing the work of the government by the efforts of the people with the aim to accomplish the task through the executive branch of the government. Hence, scholars like Dimock, Simon view Public Administration as the act of executive as the decisions made by the executive are all pervading.

On the other hand, some of the scholars relate Public Administration with all the three branches of the government. Although different conceptualisation prevails, all the scholars opine that Public Administration is the coordinating efforts of the people to achieve some common purpose. In their definitions, Public administration appears as a highly technical or specialized term aiming to embrace multiple activities. Hence, notwithstanding the different conceptualisation, we can say that there are various similarities in the definitions provided as these are concerned with the activities of government in relation to the execution and enforcement of public policy.

As evident from the above definitions, public administrators are expected to serve in a variety of capacities. In United States, the academic field draws heavily on Political Science and Law. In Europe, notably in England and Germany, the divergence of the field from other disciplines can be traced back to the Continental University Curriculum in 1720s. Formally, official academic distinctions were made in the 1890s and 1910s respectively. In United States, the Federalist Papers referred to the importance of efficient administration at various times.

Further, scholars such as John A. Rohr wrote the long history behind the constitutional legitimacy of government bureaucracy. Apart from the definitions discussed, we need to take into consideration one minor tradition related to the study of Public Administration, i.e. “Public Management” which specifically refers to ordinary, routine or typical management concerns in the context of achieving public good. Others argue that “Public Management” is a new, economically driven perspective on the operation of government. This latter view is often termed as “New Public Management” by its advocates. “

**Stop To Consider:**

**Comparison between Public Administration and Master of Public Administration:**

As a field of study, Public Administration can be compared to Business Administration and the Master of Public Administration

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(MPA) viewed as similar to a Master of Business Administration (MBA) for those wishing to pursue governmental or non-profit careers. An MPA often emphasizes substantially different ethical and sociological criteria that are traditionally concerned with the profit motive of business administrators. Again, the MPA is related to similar studies of government including public affairs, public policy, and Political Science. Differences between Public Administration and MPA often include emphasis on the program of policy analysis, techniques or other topical issues such as the study of international affairs as opposed to focus on constitutional issues such as separation of powers, administrative law, problems of governance, power and participatory democracy.

Thus, to sum up, we can say that the definition of Public administration is the domain where discussions of the meaning and purpose of government, bureaucracy, budgets, governance, and public affairs are held. In recent years, Public Administration theory has periodically connoted an orientation toward critical theory and new notions of government, governance, and power. However, some scholars of Public Administration support the classical definition of the term emphasizing constitutionality, service, bureaucratic forms of organization, and hierarchical government.

**Check Your Progress:**

1. What are the definitions that give you a broader view of Public Administration?
2. Name three scholars who are related with the narrower view of Public Administration.
3. Choose the correct one :
  - (a) Woodrow Wilson is related with the narrower view of Public administration.
  - (b) Gulick is regarded as the father of Public administration.
  - (c) Dimock said that Public administration is an act of government.

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**1.5 Approaches to the study of Public Administration :**

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The discussion of the approaches to the study of Public Administration invites a consideration of the meaning of 'approach'. An approach can be defined as a set of ideas for the inclusion and exclusion of data for academic

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purpose. There are several approaches to the study of Public Administration. We can categorize these approaches into two groups- classical or ancient and modern. There are many sub categories of these two groups and in this section, we will discuss these approaches to the study of Public Administration in brief.

**A. Classical Approaches :** This is the oldest approach to the study of Public Administration. It mainly deals with the organizational structure and its functions. Wilson, Gulick are the thinkers related to the application of classical approach. We can categorize this approach as follows :

- (a) **Philosophical Approach :** It is the oldest approach to the study of Public Administration. We find its root in Mahabharata, writings of Plato, Hobbes, Locke etc. This approach examines all the aspects of administrative activities and the basic aim of this approach is to find out the ideals behind such administrative activities.
- (b) **Legal Approach :** We find the roots of the legal approach in Europe and it follows the philosophical approach. The basic theme of this approach is to legalize the activities of the government's works and this approach systematically formulates the study of Public Administration. To elaborate, generally the study of administration overlaps with studies of legal process and institutions as there is a sense of mutual interdependence between the Law and the governmental institutions.
- (c) **Historical Approach :** This approach seeks to recreate the segment of history and studies Public Administration on the basis of past events. As evident in this theory, we can say that "without the knowledge of history or past we cannot understand the present events".

**B. Modern Approaches :** The modern approach to the study of Public Administration emerges after 1990s with the coming of behaviouralist in administration. It demands the involvement of people in administration and studies the observable behaviour of a political actor to analyse the problems of Public Administration. It also studies the structural components of an organization and we can categorize this approach broadly into two categories :

- (a) **Institutional and Structural Approach:** It covers the organizational

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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.

- (b) **Behavioural Approach:** It takes into account the observable human behaviour influential in administrative matter. This approach which dates back to the 1940s, focuses on the actual behaviour of persons and groups in organizations. Herbert A. Simon and Robert A. Dahl are the pioneers of this approach to the study of Public Administration.
- (c) **The Case Study 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. Thus, we find that the overlapping of different approaches contributed to the development of Public Administration. But, it is important to note that no single approach can clearly define Public Administration as all the approaches to the study of Public Administration are interrelated.

**Stop To Consider :**

**Human Component in Administration :**

Public Administration is concerned with the administrative behaviour and employee and management techniques in administration. Hence, the human factor becomes the central concern of Public Administration. In this regard humanist thinkers embrace the dynamic concept of an employee and management techniques in administration. The humanist thinkers study Public Administration on the basis of a theoretical shift away from the idea that an employee is a cog in the industrial machine. Seen in terms of the humanist notion, employees are unique individuals with goals, needs, desires, etc. We witness a shift in perspective here as rather than attempting to control and manipulate the individual to play his or her proper role, the organization and the individual become more comparable to equals negotiating terms of compatibility for the mutual benefit of one

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another. Denhardt rightly summarizes humanists' position in the lines "the individual may be seen as an active participant in the development of the social world, one whose needs, intentions, and self-worth play a major role in determining the course of human events. Here the individual is not seen as simply a consequence of social forces operating in the environment but is accorded a far more active and creative role". Humanists argue that employees must be satisfied and happy to be efficient, effective, and productive. This perspective incorporates empirically based group and individual psychology from Abraham Maslow and Golenbiewsky. Thus, you are able to find out the importance of human component and management techniques in administration.

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## 1.6 Nature of Public Administration :

**Managerial view and Integral view :** After analyzing the different approaches to the study of Public Administration, in this section we will discuss the nature of Public Administration in the context of Integral and Managerial views. These two different views- integral and managerial are instrumental for a proper understanding of the nature of Public Administration and we will discuss the nature of the discipline basically in terms of these views. As seen in the context of the Integral view, administration appears to be an integrated endeavour, the sum total of the entire activities-manual, clerical, technical and managerial etc. undertaken in the pursuit of an objective in view. Thus, we can say that the integral view of Public Administration aims for an integrated administration by counting the work of all persons, ranging from the lowest to the highest working in an organization as part of administration. According to L. D. White, one of the scholars in favour of this integral view, "Public Administration consists of all those operations having for their purpose the fulfilment or enforcement of public policy". So, from the definitions we find that Public Administration covers multitude of operations in many fields. On the other hand, as seen in the context of the managerial view, we find that it studies the work of the persons engaged in managerial functions in an organization as constituting administration as the main task of management is to unite, control and coordinate all those operations undertaken in an organization. Thinkers like Simon, Thompson etc. are important spokesmen of this view. They observe that administration is also used in a narrower sense to refer to the patterns of behaviours common to many kinds of cooperating groups. However, administration may not depend upon either the specific goals



scope of Public Administration through different perspectives. As you know, Public Administration is defined as the organization and management of human and material resources to fulfil the objectives laid down by the government. Government consists of three branches—legislature, executive and judiciary. According to some scholars, Public Administration studies all the functions and activities of the three branches of government. According to Willoughby, “the term administration may be employed in Political Science in two senses. In its broader sense, it denotes the work involved in the actual conduct of governmental affairs. It is thus, quite proper to speak of the administration of legislative branch of government, the administration of justice or judicial affairs, or the administration of the executive power as well as the administration of the affairs of the government generally. In its narrowest sense, it denotes the operations of executive branch only”. Luther Gulick, on the other hand has said that Public Administration deals only with the executive branch. He crystallizes round the functional elements indicated by the letters of the word POSDCoRB discussed earlier. These activities represent the techniques common to all fields of administration or management. Thus, here we find the two important views regarding the scope of Public Administration. The narrower view is related to the executive branch of the organization and the other view is related to the operation of all the three branches of government. You know that democracy is now widely accepted as a popular form of government. A report entitled “Administrative Process in Relation to Democratic Government” submitted to the Joint University Council for Social Studies and Public Administration offers the following description of the scope of Public Administration: “The structure, organization, functions and methods of all types of public authority are engaged in administration whether national, regional or local, and whether executive or advisory. These include not only the central departments and the local authorities, but also the non-ministerial organizations, public boards and corporations”. The functions of the administrative authorities include executive, legislative, and judicial functions which includes the various methods appropriate to different types of functions. Again, we all know that Information and Technology plays an important role in administration. Recognizing the importance of Information and Technology, the scope of Public Administration is extended to its inclusion and application. R. S. Dwivedi uses the term Management Information Systems (MIS). It means that when Information Technology is applied to the communication process in organizations, the term MIS is commonly used. MIS is commonly related to integrated networks of information for supporting

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decision -making in management. Thus, outlining the scope of Public Administration seems difficult for the controversy among scholars regarding the scope of Public Administration. The scope of Public Administration is analyzed from various perspectives and irrespective of the controversy, there is mutual agreement amongst the scholars that Public Administration basically deals with governmental affairs including the three branches of government and the recent application of Information and Communication Technology.

**Stop To Consider :**

**Significance of the study of Public Administration**

Public Administration is of great importance in the modern civilised world as it aims for the holistic development of the society. Public administration is the machinery used by the state to place itself in a position to make plans and programmes that can be implemented for the benefit of the citizens. Scholars, throughout the ages have recognized the importance of Public Administration and we here offer you some scholarly elaboration of the significance of Public Administration: In the words of Prof. W.B. Donham, “If our civilization fails, it will be mainly because of breakdown of administration”. To Charles A. Beard, “Administration is the key science of contemporary civilization.” According to E.N. Gladden, Public Administration “is a long and slightly pompous word. It permeates all human activity”. In the words of Percy Mcquen, “Public Administration is administration related to the operations of government whether central or local.”

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**1.8 Distinction between Public and Private Administration :**

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In the earlier sections of this unit, we have discussed the meaning and definitions of Public Administration as the development, implementation and study of branches of government policy. The study of Public Administration is inseparable from the study of Private Administration as the term Public Administration points out that there must be non-public or private administration too. We know that Public Administration deals with the affairs of the government and Private Administration can therefore, be described as the branch of administration which mainly deals with private corporations or private institutions. But according to the opinion of the thinkers like Henry Fayol, M.P. Follet and Lyndall Urwick, all administration is one possessing the same fundamental characteristics, and it is undesirable to separate, for purpose of study, public from the non-public or private administration. Hence, we must

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address the similarities between Public and Private Administration for a better understanding of the differences. Administration as a process is not simply limited to Public sector. Consequently, there exist various similarities between Public and Private Administration. To elaborate, we can take the example of the successful operation of private administration as manifested in the operation of factories, hospitals, charitable agencies, churches, etc. Here, we can see that the effective utilization of human and physical resources is the key to successful organization and operation. Hence, we can conclude that administration is a cooperative group effort in both Public and Private settings. The administration of a large- scale business organization and the Government service is conducted in more or less the same way. Efficient administration of an enterprise in both Public and Private requires planning, organization, command, coordination and control. The skills like maintenance of files, noting, statics, etc. are common to both the types of administration. So, we can conclude that both Public and Private Administration share some basic common characteristics in terms of management of affairs. The distinction between public and private administration is brilliantly phrased in Simon's writing. Simon helps us to distinguish it clearly as, he says, popular imagination makes rather sharp distinction between Public and Private Administration. The distinctions relate chiefly to three points :

1. Public Administration is bureaucratic, while Private administration is profit oriented in terms of its commercial operation.
2. Public Administration is political whereas Private administration is non-political.
3. Public Administration is characterized by red-tapism from which Private administration is free.

As evident from the definitions, the differences between public and private administration is one of degree rather than of kind.

Sir Josia Stamp offers interesting insights on the distinctions between Public and Private Administration. He points out the following four points of differences between Public and Private administration

**Firstly**, Public Administration is subject to the principle of uniformity which requires that in conformity with rules and precedents, administrative acts and decisions must be consistent. Public Administration must be uniform in its application to individuals and classes. But the consideration of uniformity is not a stumbling block for Private administration as it may opt for favourable treatment with particular categories of its

customers without incurring blame.

**Secondly**, Public Administration is subject to the principle of external financial control. To elaborate, whereas the executive does not control the finance, legislature is entitled to exert its control over finance. Such complete divorce of finance and administration does not exist in Private Administration.

**Thirdly**, Public Administration is subject to the principle of public responsibility whereas the principle of public responsibility is not so important in Private Administration.

**Lastly**, profit motive is the basic guiding principle of Private Administration. But the aim of Public Administration is the welfare of the people. So, the question of profit is not important. Besides the above mentioned differences, we can also point out that Public Administration is concerned with laws and rules of the government whereas the Private Administration is concerned with purchase, tenders, contracts etc.. Nevertheless, these distinctions are not strictly applicable in present day administration. Now the theory of business concedes these points of differences in their entirety. For example, it denies that modern business has also served some need of people. The law has placed increasing restrictions on business to ensure that it makes its earnings by catering for the socially desirable needs of the people. However, these arguments are not without their force but it is still true that the mores and ethos of Public Administration have an individuality and distinctiveness sufficient to distinguish it from private administration.

**Check Your Progress :**

1. Discuss two modern approaches to the study of Public Administration.
2. How do you define the managerial view?
3. What do you mean by red-tapism?
4. Differentiate between Public and Private Administration.

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**1.9 Summing Up :**

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To conclude, we find that the concept of Public Administration is an integral part of society as it is closely related to the development of a country. Moreover, as we have discussed, the study of Public administration is related to the broad generalization of political theory dealing with justice, liberty, obedience and the role of the state in human

affairs. In the various sections of this unit, we have addressed the dynamics of Public Administration in terms of elaborating its significance, nature and scope. We have also delineated the various approaches to the study of Public Administration for a better understanding of its relevance in the modern scenario. An attempt is also made to familiarise you with the current trends of Public Administration. So, the reading of this unit will help you develop the essential knowledge about Public Administration as an academic discipline. In this unit we have traced the origin of Public Administration and in the next unit of this block we will discuss the various stages of its emergence as a discipline.

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### **1.10 References and Suggested Readings**

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1. Wilson, Woodrow, "The Study of Administration", Political Science Quarterly 2, June 1887.
2. Dimmock, Dimock and Koeing, Public Administration, New York, Rinehart Company, 1959.
3. Avasthi and Maheswari, Public Administration. Agra, 2000.
4. M.P. Sharma and B.L. Sadana, Public Administration: In theory and Practice, New Delhi, Kitabmahal, 2005.

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**Unit –2 :**  
**Evolution and Stages of Development :**

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**Unit Structure**

- 2.1 Introduction
- 2.2 Objectives
- 2.3 Evolution of Public Administration as a field of study
  - 2.3.1 Period I: Politics-Administration Dichotomy (1887 to 1926)
  - 2.3.2 Period II: Principles and Science of Administration (1927 to 1937)
  - 2.3.3 Period III: Human Relations (The Humanistic Challenge (1938 to 1947)
  - 2.3.4 Period IV: Administrative Behaviour (1948 to 1970)
  - 2.3.5 Period V: New development (1970 to 1980)
  - 2.3.6 Paradigmatic Changes to Public Administration (1980 onwards)
- 2.4 Socio-Economic Changes and Public Administration
- 2.5 Public Administration: Science or Art: A Debate
- 2.6 Summing Up
- 2.7 References and Suggested Readings

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**2.1 Introduction:**

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In the previous units we have discussed the meaning, definitions and origin of Public Administration. From our reading, we know that Woodrow Wilson is considered as the father of public administration. He first formally recognizes the significance of Public Administration in 1887 in an article entitled “The Study of Administration”. You are already familiar with the role of Public Administration as the driving force of a country aiming for the direction, coordination and control of many persons to achieve some purpose or objectives. Public Administration is a comparatively new subject and in this unit we shall discuss the evolution of Public Administration as a field of study through five different stages. This unit is an attempt to explain the emergence and status of Public Administration, its role in socio-economic change of a country as well as the significance of Public Administration in a modern country.

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**2.2 Objectives:**

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This unit is designed to help you address the dynamics of Public

Administration by familiarising you with the broader issues related to the context of its emergence through different stages and its present status in the academia.

After reading this unit you will be able to

- describe the evolution of Public Administration as a field of study
- explain the stages of development of Public Administration
- trace the current trends of Public Administration
- discuss the role of Public Administration in socio-economic changes of a country
- analyse the significance of Public Administration in a modern country

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### **2.3 Evolution of Public Administration as a field of study:**

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As you know, Public Administration is a comparatively new subject. Although as an activity Public Administration has existed in human society from time immemorial, its emergence as a branch of study and learning is rather recent. The origin of Public Administration can be traced back to the closing years of 19th century. The study of Public Administration, as pointed out by Peter Self “developed as an offshoot of political science or public law, and until recently administration as an academic discipline was the very plain stepsister of these older disciplines”. With the expansion of governmental affairs and concern for efficiency and accountability, discussion on better performance of the public sector has started. The movement for governmental reform gathered momentum especially in the US where intellectual efforts were systematically expanded for the development of an exclusive body of knowledge on the structure and functioning of Public Administration. The evolution of Public Administration as a specialized field of study falls into a number of critical stages.

We can study the evolution of Public Administration as a field of study in the following phases. Let us discuss the phases of the development of Public Administration as a field of study in the following sub sections.

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#### **2.3.1 Period I : Politics-Administration Dichotomy (1887 to 1926) :**

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We have already learnt that the publication of Woodrow Wilson’s essay “The Study of Administration” in the “Political Science Quarterly” prepared the ground for the evolution of Public Administration as a separate field of study. So, in the opinion of Prof. Waldo, Woodrow

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Wilson is rightly called the “founding father” of Public Administration. The first stage of its evolution can be termed as the era of ‘Politics-Administration’ dichotomy. The article written by Wilson helps to draw a sharp distinction between politics and administration by declaring that administration must steer clear from politics. According to him, Public Administration is detailed and systematic execution of public law. But the general laws are obviously outside of and above administration. Witnessing the evil procedures of American administration, Wilson tries to separate politics from administration. In United States, Woodrow Wilson is considered the father of Public Administration. He wrote that “it is the object of administrative study to discover, first, what government can properly and successfully do, and, secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or of energy”. Wilson was more influential to the science of Public Administration than Von Stein, primarily due to the elaboration of the four concepts in the article written in 1887 which we have discussed in the first unit. However, the separation of politics from administration has been the subject of ongoing debate.

Till 1900, no significant event relevant to the development of Public Administration took place. In the later part of 1900, Frank J. Goodnow published his Politics and Administration where he supported the view of Wilson. He argues that politics and administration are two distinct functions of a government. According to him, “Politics has to do with policies or expressions of the State will, while administration has to do with the execution of these policies”. According to him, as politics and administration serve specific purpose, they must be separated from each other to function properly. In the early part of the twentieth century, many American universities began to take active interest in the reform movement in government and thus scholars were attracted to the field of Public Administration. In 1914, the American Political Science Association published a report which delineated the objectives of the teaching of Political Science. One of the objectives, as delineated by the Association was to prepare specialist for governmental positions. Henceforth, Public Administration was recognized as an important sub-area of Political Science.

The subject Public Administration began to gain increasing recognition in the America Universities and its study was steadily spreading to other countries. The year 1926 was an important marker in the development of Public Administration as the first book of Public Administration ---

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Introduction to the Study of Public Administration written by Leonard D. White was published in this year. This book reflects the dominant theme of the contemporary period; the emphasis of its basic premises is on the separation of politics and administration and the importance of efficiency and economy as these are the keywords of Public Administration. Thus, with the publication of Wilson’s article during this period, Public Administration got its impetus in the academic field and Introduction to the Study of Public Administration, the first book written by L. D. White contributed to the subsequent growth of the discipline. The basic theme of this period was the belief in politics- administration dichotomy.

**SAQ :**

Do you think Public Administration and Political Science can be studied as separate academic disciplines? Give reasons for your answer. (60+60words)

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**2.3.2 Period II: Principles and Science of Administration (1927 to 1937):**

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Public Administration emerged in USA and in the previous section we have already studied the first period of its development known as the period of dichotomy. The attempt to separate administration from politics to ensure efficiency in administration characterises the first period. In this section, we shall discuss the second period in the evolution of Public Administration. The second period in the history of Public Administration was marked by the tendency to reinforce the idea of politics-administration dichotomy and to evolve a value free “Science of Management”. The emphasis on the principle of administration was the central thematic concern of this era and consequently the task of discovering and promoting the principles of administration was assigned to the scholars. The publication of W. F. Willoughby’s Principles of Public Administration in 1927 marked the opening of this period. This book indicated a new thrust of the discipline. But the ‘public’ aspect of Public Administration was virtually dropped at this stage and the emphasis was exclusively on efficiency. This period saw the publication of various significant works on Public Administration like Mary Parker Follett’s

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Creative Experience, Henri Fayol's Industrial and General Management, Mooney's Principles of Organizations. Scholars like Luther Gulick and Paul Appleby argued for dichotomies wholly different from Wilson's. Gulick is often regarded as the single best spokesman of Public Administration in United States. Gulick takes recourse to many of Wilson's themes, including a "science of administration," increased efficiency, structural reform of the bureaucracy and augmented executive authority. The chief executive coordinates the activities of a large, complex organization such as a government. However, Gulick challenges Wilson's strict dichotomy by suggesting that every action of a public administrator represents a "seamless web of discretion and interaction."

Paul Appleby argued against the increasingly dominant theory that the administrators were, to some extent, neutral in terms of the execution of policy. He argued that "administrators are significant policy actors who influence the policy-making process in several different ways". Administrators were charged with the execution of public programs, the analysis of data for decision recommendations and interpretation of law on a regular basis. Consequently, administrators influence and formulate policy regularly. Although they differ from Wilson on the issue of the complete separation of administration from politics, these scholars agree that a educated and skilled professional workforce exist and compete for public sector employment. Thus, Gulick and Appleby are the major theorists who differ from Wilson's original theories of Public Administration. This stage can be called the stage of Orthodoxy as efforts are undertaken to delineate the boundaries of a new discipline of administrative management. Public Administration merged into the new discipline and the questions of value were no longer relevant to the new science of administration. Discouraging politics as practiced by politicians, emphasis was given on the scientific management as the main aim of Public Administration to ensure efficiency. The influence of the studies of private firms as evident in the writings of Taylor, Fayol opened up a possibility of a new science of administrative management that would strengthen the organization, ensure efficient operation and enhance productivity. Principles of scientific management were worked out as ready-made aids to practitioners. The administrative practitioners and the business schools emphasize the mechanistic aspect of management untrammelled by the whims of politicians and the frailties of human beings. With the publication of Luther Gulick and Urwick's papers on the science of administration in 1937, the aim of the era of 'Principles and Science of Administration' was fulfilled. In their paper, they argued that there are

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some principles which can be arrived at inductively from the study of human organizations. Hence, it is clear that some principles are intrinsic to the study of Public Administration. Addressing the principles Gulick and Urwick coin the acronym POSDCoRB to promote the seven principles of administration. The word POSDCoRB means

- P- Planning
- O- Organizing
- S- Staffing
- D- Directing
- Co- Coordinating
- R- Reporting, and
- B- Budgeting.

Thus, we find that the second period was hailed as the golden years of principles in the history of Public Administration. This was also a period when Public Administration commanded a high degree of responsibility and the consequent facilities were in great demand both in public and private administration.

**Stop To Consider:**

**Contribution of Stein and Wilson towards the development of Public Administration as a field of study :**

Lorenz Von Stein, a German professor from Vienna is considered as the founder of the science of Public Administration in many parts of the world. In 1855, Public Administration was considered simply a form of administrative law. But Von Stein found this concept too restrictive and proposed the following concepts:

- Public Administration relies on many pre-established disciplines such as Sociology, Political Science, Administrative Law and Public Finance. Hence, Public Administration is an integrated science.
- Public Administrators need to be concerned with both theory and practice. Practical considerations are at the forefront of the field, but theory is the basis of best practices.
- Public Administration is a science because here knowledge is generated and evaluated according to the scientific method. Thus, you find that Stein was one of the earliest thinkers of Public Administration. But his analysis was restricted in nature and

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Public Administration emerged as a separate subject with Wilson's writings. Wilson was influenced by Stein and both the thinkers contributed to the study of Public Administration as a separate subject.

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### **2.3.3 : Period III : Human Relations (The Humanistic Challenge) (1938 to 1947) :**

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We have already learnt the importance of various phases in the evolution of Public Administration as a separate discipline. In the first phase of its development, it was separated from politics and in the second phase its principles were formulated in the form of POSDCORB as described earlier. The third phase of its development known as the era of human relations and the era of challenges started from 1938. In 1938, Chester I. Barnard's *The Foundation of the Executive* was published and here he denied the existence of such principles of Public Administration. The famous Hawthorne experiments carried out by a group of scholars at the Hawthorne plant of the Western Electric Company in the late 1920s were significant as these experiments brought new dimensions to Public Administration by describing the factors influential to the environment of workplace and increasing productivity. We can discuss this period through the Human Relations Movement.

To start with, the Human Relations Movement prioritizes the importance of the working environment for employees who operate as a socialized natural group. In this socialized natural group of the employees, the social aspects take precedence over functional organizational structures for both employees and managers. Elton Mayo, who was regarded as "the founder of both the Human Relations Movement and of Industrial Sociology" (Pugh & Hickson, 1989, P.152), propagated the idea that "workers had strong social needs which they tried to satisfy through membership of informal social groups at work place." (Nicholson, 1998, P-215). Opposing the Classical perspectives of management principles of the 'Scientific Management' and 'Bureaucracy', Mayo claimed that scientifically clarified rules, strict work procedure and incentive money payments were not the only stimulus to inspire workers and that they were "less factors in determining output than were group standards, sentiments and security." Thus, we find that the Hawthorne experiment pioneered a movement which came to be known as the Human Relations approach to management marking the third stage of the evolution of administrative thought. Its impact was felt much more widely on Public

Administration in the post-war period.

This approach to organizational analysis drew attention to the formation and effect of work groups in the organizations, the force of informal “organization” in the formal set up, the phenomena of leadership and conflicts and cooperation among groups in the organizational settings. Besides these, humanists embrace a dynamic concept of an ‘employee and management techniques’. This requires a theoretical shift away from the idea that an employee is a cog in the industrial machine. Rather, employees are unique individuals with goals, needs, desires, etc. Instead of attempting to control and manipulate the individual to play his or her proper role, the organization and the individual become more comparable to equals negotiating terms of compatibility for the mutual benefit of one another. Denhardt aptly summarizes Humanists’ position, in which “the individual may be seen as an active participant in the development of the social world, one whose needs, intentions, and self-worth play a major role in determining the course of human events. Here the individual is not seen simply as a consequence of social forces operating in the environment but is accorded a far more active and creative role”.

On the other hand, humanists argue that the employees must be satisfied and happy to be efficient, effective, and productive. This perspective is influenced by the ideas of Abraham Maslow and Golenbiewsky, especially the study of empirically based groups and individual psychology. To summarize, we can say that according to them, employees must be able to fulfill low and mid-levels of their hierarchy of needs. Further, efficient workers create an acceptable work conditions and allow employees to develop their living conditions. It also permits some degree of self-determination and allow the employee to control his or her environment to produce some form of mutually beneficial result. Humanists thus usher in an era of ‘reality-centered’ leadership. Chris Argyris, a writer commonly associated with Business Management and also integral to the incorporation of Humanist theory in public sector management is the author of *Personality and Organization* (1957). His book is important as it provides new insight on ‘formal organizational structures’ and he argues that “formal organizational structures and traditional management practices tend to be at odds with certain basic trends toward individual growth and development.”

**Check Your Progress:**

1. Write true or false:
  - a). Lorenz Von Stein, a German professor from Vienna, is

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- considered the founder of the science of Public Administration in many parts of the world. (true/false)
- b). Simon supported the politics-administration dichotomy. (true/false)
3. Note the important publications influential to the first phase of the growth of Public Administration.
  4. Discuss the principles of Public Administration as put forwarded by Gulick and Urwick.
  5. Assess the role of human relations in Public Administration.

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### **2.3.4 Period IV : Administrative Behaviour (1948 to 1970) :**

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The fourth stage is known as the era of development of administrative behaviour. This stage was heralded by two significant publications in the 1940s- Herbert Simon's Administrative Behaviour and Robert Dahl's essay entitled "The Science of Public Administration: Three Problems". Significantly, in the era of development of administrative behaviour, the rigorous requirements of scientific analysis in Public Administration was given more importance. Herbert Simon rejected the concept of dichotomy and highlighted the perspective of logical positivism in the study of policy making and relation of means and ends. Thus reflecting the perspectives and methodology of behaviouralism in Psychology and Social psychology, Administrative Behaviour pleaded for scientific rigour in Public Administration and focus was given on decision making.

This era is also known as one of the crisis periods of Public Administration as the crisis of identity is still visible in the domain of Public Administration. Although scholars tried to demarcate the disciplinary boundaries, Public Administration and Political Science merged into one another. Public Administration naturally was in search of an alternative and the alternative was available in the form of Administrative Science. Here, too, Public Administration lost its distinctiveness and separate identity and merged with the wider field, i.e. Political Science. However, Simon's approach provided an alternative definition of Public Administration and widened the scope of the subject by relating it to Psychology, Sociology, Economics and Political Science. In the development of the discipline, he identified two mutually supportive streams of thought. One aimed for the development of a pure science of administration which demanded a good grounding in Social Psychology. The second stream of thought was concerned with a broad range of values and worked out prescriptions

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for public policy. Analytically speaking, the second approach was all inclusive as it aimed to include the discipline of Political Science as well as Economics and Sociology.

Addressing the crisis of identity, Simon favoured the coexistence of both the streams of thought for the growth and development of the discipline. Beside Simon, Charles Lindblom also criticised the comprehensive rational model in an article, “The Science of Muddling Through.” (1959) and argued for successive limited comparison. According to Charles Lindblom “though the result of this process was not as rational or ultimately as reliable as decisions, truly rational methods, incremental decision-making is undoubtedly preferable to making a decision “off-the-cuff” or those that consume extensive resources. Incrementalism’s value lies in the realistic expectation that practitioners will be able to use it”. Thus, we find that the fourth stage of the development of Public Administration was marked by the crisis of identity as Public Administration lost the sense of distinctiveness once merged with Political Science. Still, an attempt was made to negotiate the mutually inclusive relation between the two disciplines for a harmonious cooperation.

**SAQ :**

Keeping in mind the mutually inclusive relation between the two disciplines, do you think Public Administration has a distinctive identity like Political Science? (80 words)

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**2.3.5 Period V: New development (1970 to 1980):**

The fifth stage of the evolution of Public Administration coincides with the general concern for public policy analysis in the social sciences. Despite the uncertainty and turmoil of the preceding period, the progress in the development of Public Administration as a discipline is visible with the beginning of the seventies. With various new developments, the fifth stage is marked by the enriched and progressive vision. In this stage, Public Administration has become truly interdisciplinary in its nature as scholars from various disciplines start to recognise its importance and contribute to the field. Thus, the long-awaited desire for recognition is

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fulfilled to a great extent and the boundary of the discipline started to merge with other disciplines. The new development in the discipline of Public Administration can be discussed under the following heads:

- Normative concerns
- Inter-theoretic linkage
- Post -Weberian debate over bureaucracy-democracy relationship
- Radical critique of development administration, and
- General Marxist orientation toward Public Administration

As evident from our earlier discussion, Herbert Simon introduces the 'public policy' perspective in administrative analysis. With the abandonment of politics-administration dichotomy, the 'public policy' approach becomes intellectually easier for us. Evidence from the practical world of administration helps to reveal the close nexus between politics and administration. As government seeks to formulate and implement more programmes for general welfare, concern for policy studies in Public Administration gathers momentum. Policy analysis including implementation, monitoring and evaluation turns out to be an autonomous field. Consequently, Public Administration draws on a variety of discipline such as Political Science, Economics, Sociology etc.

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### **2.3.6 Paradigmatic changes to Public Administration (1980 onwards) :**

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With the collapse of USSR, a new trend is seen in Public Administration after 1980 leading to the hegemony of America in world economy. Along with America, most of the East European countries also established their hegemonic position in the world economy. Public Administration in various countries are influenced by this capitalist model of development that emphasises on free markets and private enterprise. The international donor agencies including World Bank are pressing hard for shrinkage of the public sphere. Another development of considerable interest is the opening up of governmental responsibilities to social groups. The non-government organizations and community based organizations are strongly supported as supplementary agencies performing much of governmental functions. The decentralization at the organizational level has emerged as a panacea. The participation of people and decentralized governance are being advocated to make Public Administration more pluralistic and de-bureaucratized.

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Towards a new Public Administration: The Honey Report on Higher Education for Public Service, 1967 and the Minnowbrook Conference, 1968 pave the way for the development of a new era in Public Administration known as New Public Administration. It seeks to broaden the scope of the subject by making it conterminous with the total governmental process, i.e. the operation of executive, legislature and judiciary. An intense sensitivity to the problems of the society coupled with the concern for the citizens is the key note of New Public Administration. Its parameters are relevance, post-positivism, morals, ethics and values, innovation, concern for clients, social equality, etc. Another development which marks the discipline of Public Administration at this stage was the emergence of the comparative method.

The American Society for Public Administration, later known as Comparative Administrative Group was set up in 1963. This institution, headed by F. W. Riggs is significant for the comparative study of the administrative system of western countries and third world countries, through which Ecology of Public Administration came into operation. Thus, this stage in the development of the study of Public Administration is marked by increasing social relevance of the discipline. Unlike the clearly defined academic boundaries in the era of politics-administration dichotomy, the boundaries of the academic field are slowly becoming blurred. Public Administration drifts towards finding practical solution to social problems. In convergence with other disciplines, Public Administration has helped in the emergence of new movements such as the New Public Administration movement where the influence of Economics is recognised as more important.

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#### **2.4 Socio-Economic Changes and Public Administration:**

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You are already familiar with the different phases in the evolution of Public Administration. As evident from our discussion, the discipline of Public Administration emerges with new dimensions in every phase and the application of modern tools of administrative structure of government characterises the fifth stage. We know that the growth of Public Administration as a discipline is influenced by the experiences and practices of the developed capitalist countries like USA, UK, France etc. In other words, the contribution of the First World countries provide the basic raw materials for knowledge-building in the field of administration.

Thus, the First World countries oriented towards development

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administration seek to carve out an area of inquiry into the analysis of the administrative situation in the developing countries. Now we shall discuss the role of Public Administration in the socio-economic change of a society. Seen in the context of modern society, the role of Public Administration can hardly be overemphasized. The complexities of the modern industrial and urbanized civilization leading to the ever-growing expansion of the functions of the state help to establish public administration as the stabilizing force for the entire community. As the well-being of the community is dependent on public administration, i.e. efficient governmental management, the failure of Public Administration will lead to a structural change in modern society and civilization. Prof. W. B. Donham of Harvard sums up the problem, “if our civilization fails, it will be mainly because of a breakdown of administration”. Thus we can say that the future of the government and civilization rests upon the administrator’s ability to ensure efficient administration competent to discharge the function of civilized society.

According to Charles A. Beard, “there is no subject more important..... than this subject of administration. The individual in the changed society is concerned with Public Administration at every turn of his life from the cradle to the grave”. Again, acknowledging the requirements of social development as made explicit in the objective, Lenin forges an organic link between Economics and Politics, and between economic management and democratic development through the establishment of close bond between administration and the people. Participation of the people into administration ensures the smooth operation of democratic governance. It is essential that public administrators must know how to take the correct and timely decisions to help in the realization of organizational goals and promote public good.

Thus, it is clear that correct and timely decisions are vital in organizational set-up as the understanding of the decisions helps us to know the working of the organization. In other words, the nature and goal of an organization depend upon the decisions taken by its management and administrators. Since decision-making is the central function of administration, it has been described as the heart of administration. Herbert Simon, in his *Administrative Behaviour*, argues that every aspect of administration is related to decision-making. Consequently, decision-making occupies an important position in Public Administration as a significant administrative process. In a rapidly changing society, citizens are expected to develop a sense of fellow feeling in addition to personal interests and emerge as

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a community negating the self-interest of the New Public Management. Further, public employees are influenced by the humanist management theories developed in the private and public sectors. John Gardner writes that healthy communities consisting of good community members “deal with each other humanely, respect individual differences and value the integrity of each person.” In this context smaller, intermediary institutions like churches, families, work groups, and civic associations, are also participants in the negotiation of the newly recognized space for public activity which carries tangible benefits.

Hence, the Organization thereby represents a form of “social capital.” Here, capital is that aspect of social life, like the aforementioned networks, which “facilitate the coordination and cooperation for mutual benefit.” Nevertheless, Public Administration is not merely a preserver of the civilized life. It also operates as a great instrument of social change and improvement. It is a dynamic force which fulfills the will of people. As opined by Waldo, it is a part of the cultural complex, and it is not only acted upon, but also acts. In India, the government has undertaken the stupendous task of minimising the economic inequalities and building up a socialist society free from poverty and starvation. It also aims to spread education among all, abolish untouchability, secure equality of status, rights and opportunities for women. Hence, the objective seems to bring holistic development in all sectors- social, economic and industrial. Thus, the responsibility of ensuring social changes rests on the public administration of a country. To serve the cause of social equity is to actively work for social change. Again the aggressive action oriented stance taken by the public administration aims to work for the removal of the wrongs of society and take the side of socially deprived groups. Public Administration helps us to understand the following situations in the changing society

- acceptance of inquiry based on mutual accessibility and open communication
- expanded consciousness and recognition of choice, especially the willingness to experiment with new behaviours and choose those that seem most effective
- a collaborative concept of authority, emphasizing cooperation and responsibility for others
- authenticity in interpersonal relationships.

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**SAQ :**

Considering the changing socio-economic situation, do you think Public Administration can ensure efficiency of the administration?  
(80 words)

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**2.5 Public Administration Science or Art : A Debate**

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A Debate After going through the meaning, nature and scope of Public Administration in the first unit and the evolution of Public Administration as separate branch of study in this unit, we are already familiar with the fact that Public Administration is a part of social science. Although efforts are being taken to establish Public Administration as a separate discipline, we cannot deny the fact that Public Administration is also a branch of social science. The debate concerning the status of Public Administration as a science or an art is an important issue in social sciences. A discussion of the status of Public Administration invites the knowledge of the meaning of science and arts. Art can be defined as skillful practice whereas, science is the practice of systematising knowledge. Public Administration lends itself to two usages. Firstly, it stands for the process or activity of administering governmental activities, and secondly, it is an area of intellectual enquiry. Thus, we find that Public Administration appears to be a practice in the first usage, so, it can be established as an art. On the other hand, the second usage highlights that Public Administration aims for a systematic study and consequently, it can be described as a science. As political scientists provide no uniform argument regarding the conceptualisation of science and arts, it is difficult to find out whether Public Administration is science or art. Scholars like Wilson, Urwick adopt the view that Public Administration is a science. Wilson emphasises on the study of Public Administration on the basis of its principles different from the principles of natural sciences. We all know that Political Science is regarded as the “master science” by its founding father Aristotle. Being a part of Political Science, according to Wilson, Public Administration also acquires a scientific basis. W. F. Willoughby also supports this view. He asserts that like the natural sciences, the fundamental principles of general applications are also present in administration. But it is important to remember that a discipline is not entitled as ‘science’ simply by the

existence of a body of principles. For this, first of all it has to prove that it has developed a set of principles, and these must have uniformity and universal acceptance.

Like all the other social sciences, Public Administration also deals with human behaviour which is not static. So, individuals behave in different ways in different environments and situations. In this context, Public Administration loses its characteristics of science. It may, however, be pointed out that all parts of Public Administration are not actively concerned with human behaviour. For example, individual behaviours in Financial management particularly accounting and auditing is an area, where the behaviours of accountants may not be an important concern. Those who support Public Administration as an art argued that like other social sciences, Public Administration is also “culture bound”. Public Administration has had its growth in the cultural framework of the West. As such, its findings and principles may not be valid in the entire world, where different culture prevails.

As we know, Public Administration has vital interaction with its social framework, principle of Public Administration is unlikely to be transplanted in another society. In this sense, Public Administration is an art and not a science. Thus, we find that there is disagreements among the social scientists regarding the status of Public Administration as an art or science. But it is true that no social science including Public Administration, which studies human behaviour can claim the degree of precision and infallibility of physical science. Hence, we can say that Public Administration is not a natural science. However, some part of Public Administration mechanized due the influence of modern technology can be classified as science. Thus we find that Public Administration is partly an art and partly it is a science.

**Stop To Consider :**

**Development Administration**

A New Trend in Public Administration We know that development simply stands for growth. But in recent years it has acquired highly complex connotations. It is also considered as a symbol of modernity. Recently a new phenomenon known as Development Administration has emerged in the study of Public Administration. Development Administration ordinarily involves the establishment of machineries for planning, economic growth, mobilization and allocation of resources to expand national income. But the scholars of Public

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Administration define Development Administration as a study of innovative value which embraces an array of individual functions. These functions are undertaken by developing countries for well-being of the citizens as well as modernization and industrialization. In short, Development Administration is essentially a concept of administration which is actionoriented rather than structure-oriented. Thus you find that Public Administration now deals with the overall development of a country. In the modern world, its scope is expanded to all the activities of a nation towards achieving national interests.

### **Check Your Progress:**

I. Fill in the blanks:

- a. Minnbrook Conference was held on\_\_\_\_\_.
- b. The Honey Report on higher Education for Public Service was published on\_\_\_\_\_.
- c. The American Society for Public Administration was established in the Year\_\_\_\_\_.

II. What are the significant developments in Public Administration during 1970 to 1980?

III. How do you visualize the paradigmatic changes in Public Administration after the emergence of New Public Administration?

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## **2.6 Summing Up :**

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After going through this unit, you must have gained a comprehensive knowledge of the evolution of Public administration as a field of study. Public Administration is an integral part of a society and a dominant factor of life in the modern age. With the hallmark of 'Public Accountability' Public Administration has bypassed different phases of time marked by turbulence, instability and confusion. Now, we find that Public Administration registered its progress with an enriched version and becoming a truly interdisciplinary in nature. You have also learnt that new trends were visible after the Minnowbrook Conference of 1968 on Public Administration. It leads to the development towards a New Public Administration mainly concerned with the structural and functional analysis of bureaucracy. When a country changed itself as welfare country, the responsibility to carry the administration on the continuous basis rests on Public Administration. However, there are debates on regarding the status of Public Administration as science or arts. In this regard, we can point out that like all other social sciences Public Administration

also deals with the observable behaviour of human beings. So, it is difficult to conclude that Public Administration is a true science. On the other hand, seeing the requirements and facilities used by the Public Administration we cannot deny its status as a science. As stated in the objectives of the units of this block, you can find that Public Administration is an essential element of national integration and a powerful stabilizing force in a society.

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## **2.7 References and Suggested Readings**

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**Unit 3:**  
**New Public Administration**

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**Unit Structure:**

- 3.1 Introduction
- 3.2 Objectives
- 3.3 Meaning of New Public Administration
- 3.4 Development of New Public Administration
- 3.5 Differences between Old and New Public Administration
- 3.6 Goals of New Public Administration
- 3.7 Features of New Public Administration
- 3.8 Importance of New Public Administration
- 3.9 Summing Up
- 3.10 Reference and Suggested Readings

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**3.1 Introduction**

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In the earlier sections, we have discussed the classical viewpoint of Public Administration. Public Administration as a discipline is in the process of evolution. The dependence of the society on its administration makes it crucial for the holistic development. Now Public Administration has entered in every sphere of human life. New theories of Public Administration have emerged during the later half of the twentieth century. To elaborate, new frameworks increasingly acknowledge that government is seen by citizens through administrators, front line, service deliverers. These are the employees that execute decisions by elected officials. As a result the nature and scope of public administration is also widening.

In the late 60s, a new movement was beginning in USA which was marked as New Administration movement. It sought to broaden the scope of the subject by making it conterminous with the total governmental process, i.e. executive, legislature and judiciary. In this Unit we shall discuss the meaning as well as Development of New Public Administration.

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**3.2 Objectives:**

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New public Administration emerged in new environment. It focuses less on bureaucratic structure and emphasises more on making it people and society oriented. Reading of this unit will help you to

- Discuss the meaning of New Public Administration
- Analyse the development of New Public Administration
- Examine the importance of New Public Administration

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### **3.3 Meaning of New Public Administration:**

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In the previous units we have discussed the Meaning, Nature and Scope as well as Growth of Public Administration. We have learnt that administration literally means management of affairs whether it is public or private. In terms of Political Science, 'administration' means the sum total of the activities undertaken to implement public policy or policies, to produce some services or goods for the better endurance of its citizens. However, because of certain situations Public administration underwent some changes for which New Public Administration emerged.

If we analyse the emergence of New Public Administration it is found that after the Second World War, the America witnessed new problems arising out of politics-administration dichotomy in the domain of public administration. During this period, new nations also started emerging with new socio-economic and cultural background. These nations were fighting with socio-economic problems like poverty, unemployment backwardness etc. It was difficult for the traditional notion of public administration to address these new problems. Thus, the newly emerging situations demanded certain changes in the understanding of public administration. Further, in the 1960s and early 1970s there were periods of turbulence, instability and confusion in the West, particularly in the United States. In this period like other social sciences public Administration was also influenced.

Earlier, Public administration was mostly concerned with 'economy' and 'efficiency' which later believed to become inadequate definition of administrative activity. In the course of time, it was realised that it is not possible to test efficiency in mechanical terms in case of human beings which stands at the centre stage of public administration. Again, there was a craze for making public administration value free and to make it a science. However, later it was realised that since public administration belongs to social science, it is difficult to make it completely value-free. Rather, to make it more meaningful and socially viable, public administration should be made value-oriented.

Therefore, New Public Administration seeks to broaden the scope of

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the subject by making it conterminous with the total governmental process, i.e. the operation of executive, legislature and judiciary. An intense sensitivity to the problems of the society coupled with the concern for the citizens is the key note of New Public Administration. Its parameters are relevance, post-positivism, morals, ethics and values, innovation, concern for clients, social equality, etc. Another development which marks the discipline of Public Administration at this stage was the emergence of the comparative method.

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### **3.4 Development of New Public Administration**

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In the Second unit of this Block we have studied at length the growth of Public Administration and different stages of its development. We have already learnt that The Honey Report on Higher Education for Public Service, 1967 and the Minnowbrook Conference, 1968, paved the way for the development of a new era in Public Administration known as New Public Administration. In the Minnowbrook Conference, the younger generation gathered and expressed new and bright ideas. The Minnowbrook Conference expressed dissatisfaction with the state of the discipline of public administration and tried to give a new image by discarding traditional concepts. It mainly emphasised on how to make public administration more responsive to the problems of the 'turbulent times'.

Honey Report of 1966 pointed out various shortcomings of Public Administration. They are—

- i). Institutional Shortcomings
- ii). Inadequate Funds
- iii). Lack of communications between scholars and administrators.

One must remember here that during the period of 1960 and 70s many environmental changes were taking place in America. There were growing social tensions and unrest in the society mostly among minority groups, and the unemployed. It was challenge for the leaders and administration to deal with these types of unrest. There were discussions and public debates to solve these new challenges. Suggestions and recommendations were made to make changes in policies and institutions to cater to the needs of the new societal demands.

Philadelphia Conference also mentioned about the changes taking place and the need to bring reformations. The concept of welfare of state has

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increased the functions of the state manifold. Consequently, the functions and responsibilities of government have also increased significantly. It was also argued that since changes were taking place in the society continuously it would be wrong to keep the scope of public administration under rigid water tight compartment. Rather, there should be flexibility to adapt it to the changing society.

Hence, the New public Administration as the name says connotes a new trend in the area of Public Administration. Here we can mention the names of two books which significantly contributed towards the growth of New Public Administration. These books are ----

- i). “Towards a New Public Administration : The Minnowbrook Perspective”, published in 1971 and edited by Frank Marini.
- ii). “Public Administration in a Time of Turbulence” edited by Dwight Waldo.

The young thinkers who tried to develop a New Public Administration, dealt with the problem of inefficiency in administration and challenged the ideological notions of Public Administration. Their emphasis was on the four principles of relevance, values, social equity and change. Their motto was to work actively for social changes and to attain social equity. This was an aggressive action-oriented notion which motivated public administration analysis to work for the development of the deprived groups of the society.

One of the characteristic features of public administration had been hierarchy. It also emphasised on perfection. But such characters had made public administration irrelevant for the rapidly changing society. There were demands for more and more flexibility.

The Philadelphia Conference also brought to the notice of all newly emerging problems like unemployment, poverty, environmental pollution etc.

There should be equity to balance socio-economic disparities in the society. There should be provision for people’s effective participation in administrative decision making.

Public administration should be sensitive towards social issues and therefore training programmes besides emphasising on management abilities should also include such topics.

In 1968, Minnowbrook Conference again critically reviewed the relevance of the study and practice of public administration in terms of

rapidly changing environment and the new challenges the society and the administration was facing. The young scholars advocated for normative approach in place of value free study. Further, they were of the opinion that the government administration should put more emphasis on reduction of sufferings of the people –be it social, psychological or economic.

**Stop To Consider:**

Important Publications Contributing Towards the growth of New Public Administration:

- Public Administration in Time of Revolutions by Dwight Waldo published in 1968
- Towards a New Public Administration : The Minnowbrook Perspective edited by Frank Marini in 1971
- Public Administration in a Time of Turbulence edited by Dwight Waldo published in 1971
- New Public Administration written by George Frederickson and published in 1980

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**3.5 Differences Between Old and New Public Administration:**

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As we have already discussed that New public administration is a movement against the old or traditional public administration. Therefore, it sought to bring out some changes in the traditional pattern of Administration. Let us now find out the major areas of differences between the two.

- While old public administration was characterised by rigidity, New public administration focuses on flexibility.
- Old public administration is said to be more structured. But, New public administration is dynamic.
- Old public administration is more concerned with Principles and maintains status quo, But the New public administration is change oriented.
- The old public administration is mainly profit-oriented, while the New public administration is client oriented.

It needs mention here that the classical values of public administration like efficiency, economy etc. are not totally irrelevant. New Public Administration simply suggested that even after being committed to efficiency and economy

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the problems like injustice and inequality may remain. So, they emphasized that the need of the hour is to show intense concern for the societal problems. Here, we can quote H. George Frederickson who has rightly observed that the importance of productivity, efficiency and economy cannot be denied. Thus, we can say that New Public Administration has actually enriched the subject by imparting a larger perspective to it and making it closely linked to the society.

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### **3.6 Goals of New Public Administration**

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New Public Administration mainly examines how administrative work can be done differently to lessen bureaucratic tendencies and red-tapism in governmental institutions. Further, the New Public Administration aims at breaking the perpetual institutions which are gradually becoming the centres of power in the society.

New Public administration made efforts to be anti-hierarchical, and anti-technical and less bureaucratic. It seeks to be more responsive to the ever-changing needs of public and society.

- **Relevance:** Efficiency and economy are hall marks of public administration. But the goal of New Public administration should be to deal with political and normative implications of all administrative actions.
- **Social Equality:** One of the major goal of New Public administration is to establish social equity. It is realized that there are many differences in the society which resulted in the formations of different classes or groups. Therefore, the new Public administration should aim at establishing equity so that the problems of the disadvantaged group can be addressed. The goals of New Public Administration should be to eradicate the economic, social and psychological suffering of the people.
- **Change:** New Administration should regard Change as inevitable as it keeps the society moving. It also believes that, continuous changes prevent misuse of powers by any dominant group.
- **Values:** New Public administration is not characterized by mad craze for scienticism. Therefore, it seeks to make public administration value –oriented to make it people friendly and work for the betterment of the downtrodden classes.
- **Client Focus:** New Public Administration should focus on the need of the clients/citizens.

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- Rationality in administration is another important feature of New Public Administration.
- Emphasis on establishing cordial relationship between management and workers.
- There should be decentralization of authority and modifications of hierarchy

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### **3.8 Importance of New Public Administration:**

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From the above discussions it is clear to you that New Public administration has given a new dimension to Public administration. It has tried to erase many of the defects public administration was facing earlier. This thinking has become a movement which helped in making public administration people- friendly and people oriented.

Public administration which was mainly concerned about the administration of the west and particularly USA faced many challenges in the wake of emergence of new independent developing nations across the globe. New public administration thus brought qualitative changes in the administration and made it free from red-tapism and other bureaucratic defects. It has given a new dimension to public administration by adding different components like ethics, values, participation, social problems, equity, development and participation.

Thus, the above discussions made us clear about the importance of New Public Administration. We have already understood the fact that New Public Administration has shown an intense sensitivity towards the societal problems of the day. With its parameters of relevance, post-positivism, morals, ethics and values, innovation, concern for the clients, social equality etc., New Public Administration wanted to be alive to the various problems presented by the turbulent times. It emphasized on the fact that public administration should actually become the champions of the under-privileged sections of the society and must become active agents of changes so as to cope up with the fast changing environment. So, it is understood by us that whereas the classical values of public administration have been efficiency, economy, productivity and centralization, New Public Administration came up with a new set of values and advocated humanism, decentralization delegation, pluralism, individual dignity etc. and it also supported bureaucratic responsiveness. Thus, New Public Administration has certainly contributed a lot and

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imparted new substance to the discipline of public administration (Avasthi and Maheshwari).

**Check Your Progress:**

1. Explain the major features of New Public Administration
2. What are the goals of New Public Administration? Explain.
3. Discuss briefly the development of New Public Administration.
4. Make a list of differences between New Public Administration and Old Public Administration.

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**3.9 Summing Up:**

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In this unit we have discussed about New Public Administration. From the discussions we have learnt that new public administration is Post Second World War phenomenon which became a movement in the 1960s and 1970s. The newly emerging environment and social and administrative problems have been responsible in the growth of new public administration. In this regard we must mention the Honey Report, Philadelphia Conference and Minnowbrook Conference which ultimately paved the way for the growth of New Public Administration. Reading of this unit has also helped you in understanding the features and goals of New Public Administration.

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**3.10: Reference and Suggested Readings:**

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1. Avasthi and Maheswari, 2000, Public administration. Agra.
2. Chakrabarty, Bidyut, 2012, Public Administration in a Globalizing World: Theories and Practices (Bidyut Chakrabarty, Prakash Chand, with assistance from Arindam Roy), Sage Publications India Pvt Ltd, Delhi.
3. Bhattacharya, Mohit, 1999, Restructuring Public Administration Essays in Rehabilitation, Jawahar Publishers, New Delhi.
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## **Unit 4**

### **New Public Management (NPM)**

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#### **Unit Structure**

4.1 Introduction

4.2 Objectives

4.3 Genesis of New Public Management

4.4 Concept of New Public Management

4.5 Different Aspects of New Public Management (NPM)

4.5.1 Major Components of New Public Management (NPM)

4.5.2. 'Five fundamentals' or five 'A's of NPM as developed by  
Nicholas Henry

4.6 Salient Features of New Public Management

4.7 Implications of the New Public Management

4.8 Summing Up

4.9 References and Suggested Readings

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#### **4.1 Introduction**

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As we all know that the main emphasis of public administration has always been centred on some elements like working for the fulfilment of public interest, assuring some cardinal principles of good governance like equity, responsiveness, representativeness, etc. to all the citizens and so on. All of you must have heard about the concept of 'globalization' and different impacts of it and changes brought about by the process of globalization across the globe. This process of globalisation has impacted the field of public administration also and it wanted to reinvent public administration by directing it towards the road of management orientation. New Public Management (NPM) perspective contributed a lot in this regard. Here, in this unit we would be discussing about the concept of NPM, its different features and components and implications as well.

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#### **4.2 Objectives**

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After going through this unit, you would be able to know about the following issues

- Origin and development of New Public Management
- Conceptual understanding of New Public Management

- Major components and different features of New Public Management
- Implications of the New Public Management

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### 4.3 Genesis of New Public Management

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In the process of evolution of Public Administration, New Public Management can be considered the latest development. Christopher Hood used the term ‘New Public Management’ for the first time. He used the term in his article entitled “A Public Management for All Seasons” which was published in 1991. Moreover publication of the book “Reinventing Government” in 1992 by David Osborne and Ted Gaebler also paved the way for the development of New Public Management. In fact publication of this book heralded the birth of NPM. NPM is said to be representing the second reinvention in public administration, the first reinvention was represented by the emergence of New Public Administration in the late 1960s.

New Public Management has been given different names by different scholars. Pollitt called it as ‘managerialism’, David Osborne and Ted Gaebler called it as ‘entrepreneurial government’, Lan and Rosenbloom called it as ‘market-based public administration’, U.A. Gunn called it as ‘third way’ between public administration and private administration.

It can be seen that in the early 1980s administration faced serious challenges and pressures. Such challenges were mainly resulted from reduction of dependence on bureaucracy, reducing expansion of public expenditure, looking for some new alternative ways for public service delivery, etc. NPM basically suggests some reform measures to be adopted by the public sector management in the organisation and management of its affairs. Its primary emphasis is on organising and providing public services to the people by using different market mechanisms. In the early years of 1980s there was rise of extensive criticisms against public sector and bureaucracy due to expansion of government into many areas and consumption of scarce resources. It was viewed that such expansion could have been restrained by giving some areas to the private sector. During that period, bureaucracy was seen as excessively unmanageable, unresponsive, inefficient, ineffective, and unable to withstand the competition.

#### **Stop To Consider:**

- New Public Management is the latest development in the process of evolution of Public Administration.

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- The term New Public Management was used by Christopher Hood in his article entitled “A Public Management for All Seasons” in 1991.
- In 1992 publication of David Osborne and Ted Gaebler’s book “Reinventing Government” also contributed towards the development of New Public Management.
- NPM suggests some reform measures to be adopted by the public sector management in the organisation and management of its affairs.

**Self Asking Questions**

1: What are the different names for New Public Administration? (50 words)

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**4.4 Concept of New Public Management**

In simple terms, New Public Management can be considered a way of management that represents some sort of synthesis between public administration and private administration. Basically it uses principles and techniques of administration from both public and private administration. It is said that New Public Management takes ‘what’ and ‘why’ from public administration and ‘how’ from private administration or business administration.

Different scholars in the field define New Public Management in a variety of ways, hence a lot of interpretations can be found regarding the meaning of the term. Simply it can be defined as a “new set of experiments in public sector management informed with the market principles of efficiency and economy to make ailing public sector effective”.

Although New Public Management has many objectives, three most significant objectives can be represented through 3Es, which means ensuring economy, efficiency and effectiveness. The aim of economy here refers to eradication of misuse and waste, efficiency here means providing efficient delivery of services and effectiveness means ensuring target-based achievements within a stipulated time period.

New Public Management primarily provides the ways to face the new

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challenges brought by the process of globalisation, liberalisation and privatisation. It suggests different ways regarding the organisation and management of public sector along with changes that should be emphasised in this regard. New Public Management demands a kind of change in the role of the state in society and economy. It advocates that greater role of the state should be replaced by greater role of the market in regulation and management of society and economy. New Public Management emphasises that the role of the state should be changed from 'doer' to 'distributor' of public services. It advocates that state should become a facilitator and promoter of change in the society.

New Public Management puts emphasis on some very significant issues such as performance appraisal, managerial autonomy, cost-cutting, financial incentives, output targets, innovation, responsiveness, competence, accountability, market-orientation, quality improvement, contracting out, flexibility, competition, choices, information technology, debureaucratization, decentralisation, down-sizing, entrepreneurialism, etc. It analyses public administration from managerial angle and applies management solutions to problems, concerns and issues of public administration.

**Stop To Consider:**

- New Public Management is a way of management that represents some sort of synthesis between public administration and private administration.
- New Public Management takes 'what' and 'why' from public administration and 'how' from private administration or business administration.
- Three most significant objectives of New Public Management can be represented through 3Es, which means ensuring economy, efficiency and effectiveness.
- New Public Management advocates that in regulation and management of society and economy, greater role of the state should be replaced by greater role of the market

**Self Asking Questions**

1. What do you understand by New Public Administration?

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## 4.5 Different Aspects of New Public Management (NPM)

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Now we will discuss some of the major aspects of NPM.

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### 4.5.1 Major Components of New Public Management (NPM)

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Major Components of New Public Management (NPM) can be discussed as follows-

- NPM puts emphasis on direct involvement of professional management in public sector management.
- NPM supports defining some clear parameters and standards of performance. Simply it advocates clear expression of definitions regarding the goals, targets, and indicators.
- NPM puts more importance on output or the result than the procedures of doing tasks.
- NPM wants a kind of change in the huge structures in the public sector. It wants that such huge structures should be changed into 'manageable' small units.
- Another significant component of NPM is that it wants to bring competitive spirit in the public sector enterprises. It holds that competition brings down the cost of products and ensures quality service and efficiency at the same time.
- NPM always favours application of private-sector management style and tools in the public sector for getting better results and improve the condition of public sector units. It holds that the kind of hierarchical bureaucratic management technique used in the public sector is very counterproductive. Hence, NPM suggests that public sector should borrow management techniques from the private sector for getting better outputs.
- NPM gives emphasis to the economic use of resources so that best results can be achieved by using resources efficiently. For this purpose, NPM stress on application of some principles like cutting direct costs, raising the level of labour discipline, etc.

#### **Stop To Consider:**

- NPM emphasises on direct involvement of professional management in public sector management.
- It advocates that there should be clearly defined goals, targets, and indicators in organisation.

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- It gives more importance on final output than the methods of doing tasks.
- It emphasises on bringing competitive spirit in the public sector enterprises.
- It favours application of private-sector management style and tools in the public sector to get better results.

**Self Asking Questions**

Q. : Do you think that New Public Management can provide us with an efficient way of management? (80 words)

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**4.5.2. ‘Five fundamentals’ or five ‘A’s of NPM as developed by Nicholas Henry:**

Nicholas Henry developed five fundamentals of NPM such as

- Alertness: Government should always be ready to solve problems beforehand so that the problem can be sorted out before the problem actually hits the system, not the other way round.
- Agility: This principle holds that Government should be responsive and it should be ‘entrepreneurial, open, and communicative’.
- Adaptability: This principle demands that government should have the ability to continuously engage itself in the process of quality improvement of its services so that it can adjust with changing demands.
- Alignment: This principle holds that to achieve different social goals government should work together with other government, non-governmental, and civil society organizations.
- Accountability: Finally government should have a comprehensible and convincing mission with definite goals that focuses on the needs and concerns of the people.

**Self Asking Questions**

How according to you Nicholas Henry’s five fundamentals of NPM are significant? (50 words)

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#### 4.6 Salient Features of New Public Management

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On the basis of analysis of the above components the following features of the NPM can be identified:

- Restructuring the organizational structure in a new and improved form: NPM proposes a thorough organizational revamping so that organizational structure will become conducive for organizational leadership. Organizational restructuring includes simplifying organizational procedures, flattening of hierarchies, and so on.
- Empowerment of citizens: One of the most significant characteristics of NPM is its emphasis on empowerment of citizens. In this context NPM differs from traditional public sector in many respects. It brings about a significant change to the perception of public bureaucrats regarding citizens. Firstly, NPM considers citizens as ‘active customers’ and they need to be always kept in good humour. Moreover NPM started considering citizens as active recipient of public services having freedom of choice. They can choose according to their choice. Besides, citizens will raise their voice against any discrepancy regarding public services. These aspects were missing in traditional public sector.
- NPM wants to ensure greater autonomy for public sector manager: NPM puts emphasis on providing a more autonomous work environment to the public sector managers. Public sector managers usually work in a different work environment from the private sector managers. Public sector managers have to work within the confines of different laws and rules and hence their innovative ideas do not get adequate attention. Moreover, it lacks an environment of free deliberations. NPM wants to remove such shortcomings by giving autonomy to the public sector managers.
- Application of detailed performance measurement techniques: Another significant aspect of NPM is its application of performance measurement techniques in a rigorous way. Performance measurement techniques are not new to private sector management, but its application has started in the public sector recently. TQM, counter services, citizen’s charter, etc, are some examples of performance measurement techniques.
- Disaggregation of public bureaucracy: One of the most significant aspects of NPM is that it suggests disaggregation of public bureaucracies into agencies. These agencies will deal with each

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other in a user-pay basis. The reason behind suggesting such disaggregation is that public bureaucracy has a weird capacity of expansion and wastefulness. The public choice theorists show how bureaucracy has expanded and eaten out the vitals of a given society. Parkinson has explained the details of bureaucratic expansion by his famous Parkinson Law.

- **Cost-cutting:** It is another significant aspect of NPM. It calls for economy in public sector and advocate this principle to meet its aims. NPM was inspired by New Right philosophy and promoted cost-cutting in public sector.
- **Goal-orientation** is another significant feature of NPM. It determines goals and work towards accomplishing it within a stipulated time period.
- **Advocates use of quasi-markets and contracting out technique:** NPM also wants to ensure better management of the public sector. Hence it supports and advocates quasi-markets and contracting out techniques to meet its goals.
- **Emphasis on managerial support service:** Another significant feature of NPM is its support towards managerial support service. Managerial support service helps public sector managers in accomplishing its predetermined targets. This managerial support service means undertaking some selected policies, which is collectively called as human resource management. Through this principle, it wants to draw best talents from the market in the public sector by offering attractive salary, perks, incentives, and other benefits. What is more important in this regard is NPM also supports providing regular periodic skill-improving training to enhance the competitive edge of the man power.
- **Organizational and spatial decentralization:** NPM also calls for decentralization of governance. Hence it advocates all kinds of organizational and spatial decentralization.

**Stop To Consider:**

New Public Management has many significant features such as

- It wants to restructure the organizational structure in a new and improved form.
- It wants to work for the empowerment of citizens.
- It wants to ensure greater autonomy for public sector managers.

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- It supports application of detailed performance measurement technique.
- It supports disaggregation of public bureaucracy.
- It supports cost-cutting, goal-orientation.
- It advocates use of quasi-markets and contracting out techniques.
- It emphasises on managerial support service and organizational and spatial decentralization.

**Check Your Progress:**

1. Discuss the main features of NPM.
2. How can NPM be an effective measure towards empowering citizens?

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#### **4.7 Implications of the New Public Management**

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As of now we have discussed the concept of New Public Management, its emergence, its different components and salient features as well. Undoubtedly introduction of New Public Management to the field of administration had some implications and impacts on the whole administrative system. Here, in this section we are going to discuss about the consequences of the initiation of New Public Management in the field of administration.

New Public Management has brought about many significant changes to administrative system across the globe. In fact it brought about many reforms in the field of administration. According to Ghuman, New Public Management has led to five different categories of administrative reforms such as

- Reorganization and downsizing of government :** Although it cannot be said directly that NPM advocates downsizing of government, the way it prescribes detailed reorganization and restructuring indirectly leads to downsizing of government. Hence it can be considered as a significant implication of New Public Management.
- Performance-based organization :** Another significant implication can be said to be the importance laid on performance of an organisation. Due to the adoption of the New Public Management principles public sector management started considering performance as the basis of organization.

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## 4.8 Summing Up

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NPM has brought a new pace to the development of public administration. It basically wanted to create a kind of synthesis between the principles and methods of public management and private management. Thus it wanted to give a new direction to public administration by bringing effectiveness and efficiency to it. In this whole process public administration was impacted in a variety of way as discussed above. Although NPM brought about changes to the field of public administration, it accepts even the negative features of private management uncritically. It must be said that major problems in public administration, at least partly, are political. NPM has a tendency to overlook this major fact and over-simplified solutions to problems of public administration which are complex and elaborate in nature. Apart from that, NPM cares little of administrative ethics which is the cornerstone in the management of public affairs. That is why NPM can be considered amoral. Nevertheless one cannot overlook the fact that NPM has many positive elements. There are elements of truth in its criticism of the classical public administration. In the same way, its concern for the citizen is righteous and deserves appreciation.

### Check Your Progress:

- a) Examine the concept of New Public Management.
- b) Discuss the silent features of New Public Management.
- c) Analyse the implications of New Public Management perspective.

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## 4.9 References and Suggested Readings

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1. Chakrabarty, Bidyut, 2012, Public Administration in a Globalizing World: Theories and Practices (Bidyut Chakrabarty, Prakash Chand, with assistance from Arindam Roy), Sage Publications India Pvt Ltd, Delhi.
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**Unit 5 :**  
**Importance of Public Administration**

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**Unit Structure :**

- 5.1 Introduction
- 5.2 Objectives
- 5.3 Importance of Public Administration
  - 5.3.1 Importance of Public Administration as a subject of study
  - 5.3.2 Importance of Public Administration as an Activity
- 5.4 Importance of Public Administration in Developing Countries
- 5.5 Summing Up
- 5.6 Reference and Suggested Readings

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**5.1 Introduction:**

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In the previous units of this block we have studied the meaning, nature and scope as well as development of public administration. Besides, we have also learnt the concept of New public Administration as well as New Public management from the previous units. Therefore, after going through the first four units of this block we are now clear about the meaning of Public administration, its nature, and scope as well as newly emerging trends in public administration. We have also learnt that with the spread of the concept of welfare state the functions of the state increased manifold. With that the scope of public administration is also widened. Woodrow Wilson is of the view that study of administration assumed importance due to growing complexities of the society as well as increase in the functions of state. In a modern industrialized society, we find that the state government is responsible to function as the stabilizing force for the entire community. Hence, we can say that if public administration of a country falls, then the whole country will collapse like the house of cards. In the words of Prof. W.B. Donham, “If our civilization fails, it will be mainly because of the breakdown of administration. The individual in the modern society is concerned with Public Administration at every turn of his life from the cradle to the grave. Indeed it would be difficult to imagine what life would be in the absence of protection and amenities provided by Public Administration, it certainly not be a civilized life”.

In this unit we shall discuss the importance of public administration in the day to day affairs of human life.

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## 5.2 Objectives

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Administration is required in different organisations of the society. Proper administration helps in the growth of an organisation. In the words of Paul H. Appleby, “Administration is the basis of government. No government can exist without administration. Without administration government would be a discussion club, if needed, it could exist at all.” Public administration deals with the acts of government and performs a number of functions. It helps in effectively implementing and monitoring policies of government. We as citizens are directly or indirectly are related to public administration in different ways. Public administration is an important area of study as well as it teaches different management skills too. After reading this unit you will be in a position to

- Discuss the importance of public administration as a field of study
- Evaluate the role of public administration in a developing country
- Examine the role of public administration in a democracy

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## 5.3 Importance of the public administration:

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As mentioned above with the rapid rise of functions of the government the scope of public administration has become broad. In the present time public administration also takes up the responsibility of determining the policies and programmes of governments. It performs the functions of planning, organising, directing, coordinating and controlling government operations. Woodrow Wilson has rightly pointed out that public administration has assumed significance as a consequence to the increasing complexities of the society, growing functions of the state and growth of governments on democratic lines. We all know that democracy and developmental activities of the government require people’s participation. In such a scenario, importance of public administration is also increasing. Scholars like Waldo argue that Public Administration also acts as a preserver of civilization and it is an instrument of social changes and improvement. Further, to bring stability in the society and to avert any untoward incident in the society public administration plays a significant role. In the words of Brooke Adams “Administration is an important human faculty because its chief function is to facilitate social change and to cushion the stock of social revolution”.

The significance of Public Administration is also visible in the increasing concern of state and government to deal with the management and development of the community. Through the concept of planning, it also studies the overall development of a country’s resources. The states and the

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government including India now proceed through a succession of plans to achieve the targets for development.

In the previous units of this block we have learnt about the nature, scope and functions of public administration. Here we must mention that public administration follows certain principles. They are —

- Accountability
- People- oriented
- Open and transparent
- Participation
- Continuous improvement
- Accessibility
- Equity
- Economy

Following the above mentioned principles public administration aims at establishing equity, efficiency, justice and effectiveness in administration. Now let us discuss the importance of public administration from two different perspectives. They are ---

- Importance of Public Administration as a subject of study
- Importance of Public Administration as an activity

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### **5.3.1 Importance of Public Administration as a subject of study**

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Till now we have learnt that public administration is an important area in the modern world. In the post World War II, the nature and scope of public administration has been changing. This is due to the reason that a host of new nations emerged because of the process of decolonisation with new socio-economic and cultural background. In such a backdrop public administration also had to undergo some changes. New areas and new dimensions were added to public administration which required making public administration an important and independent domain of academic discipline. Studying public administration helps to understand the duty and responsibility of administrators as well as the citizens of a country. It focuses on social responsibility and civic engagement. Therefore, the people who want to work for the common people should study public administration. Moreover, the programmes covered by public administration also include ethical behaviour and decision-making. Thus, it helps the administrators as well as workers to face the societal challenges.

As a field of study, public administration mainly helps the administrators and

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the people who work for the society. It helps the leaders to serve the communities better and bring positive and effective changes in the society. Besides, public administration also deals with training of management skills. So the professionals having such knowledge would be in a better position to manage different organisations at all levels of government be it central, state or local/regional.

With the emergence of the concept of Administrative State, the importance of public administration has increased significantly. It is realised that public administration is not only an instrument for protecting or maintaining status quo but also for fostering and promoting public welfare.

Hence we can say that as a specialised subject of study public administration is very important for the following reasons —

- i). Identifying challenges of administration: Public administration deals with formulation and implementation of public policies for the welfare of the people. While doing so it faces different challenges in providing services and upholding public interests. Study of public administration helps to identify different issues and challenges of administration.
- ii) Solving administrative problems: As mentioned above public administration faces different challenges while providing services to the public. Such problems can be systematically resolved through the study of public administration. As a subject of study public administration is equipped with theories to deal with many problems of administration. In the times of crisis or when things do not get resolved, government may form committees and commissions to study the problems of administration and recommend suggestions for solving those problems.
- iii). Delivering public services: This has been the foremost task of government at the present time. For delivering public services effectively governments of various countries had to establish commissions to find out problems as well as seeking suggestions for effective delivery.
- iv). Studying the impact of policies: Governments formulate and implement policies for a particular purpose. However, it is the duty of the concerned citizens to examine how far government policies have been effectively implemented. Moreover, there should be an academic enquiry about how the policies have been successful in solving the problems of the public. Thus as an academic discipline public

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administration must see the implementation as well as effectiveness of administrative policies and actions.

Hence we can say that in the modern time, Public administration touches the lives of the people daily in various ways. For that it is important to include it in the curriculum of the universities. For exercising the rights and performing the duties efficiently the citizens must have knowledge about public administration.

**SAQ:**

Do you think public administration in India has been successful in providing services to the public. (100 words)

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**5.3.2 Importance of Public Administration as an Activity:**

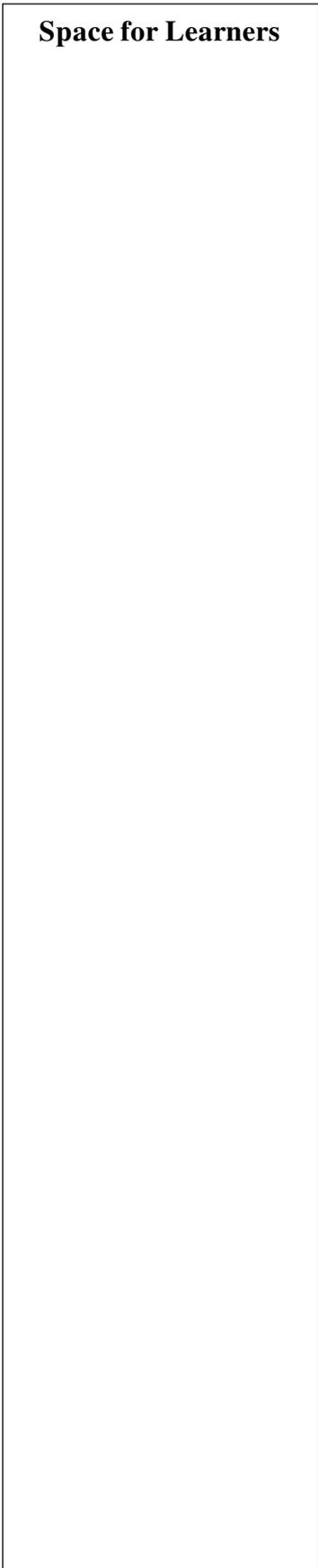
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With the spread of democracy and concept of welfare state, the importance of public administration increased manifold. We have already learnt that it has widened the scope of public administration. Thus, importance of Public Administration as an activity has significantly increased because of the following reasons —

- i) The emergence of administrative state in contemporary times has made public administration an indispensable part of the society.
- ii) As we know the functions as well scope of public administration are continuously expanding due to various factors like increasing complexity and adoption of welfare policies. It results in ever increasing demand for effective and efficient delivery of public services.
- iii) Activities of public administration increased due to adoption and implementation of new policies for public welfare in different areas like Health, Education, Employment, Law and order etc.
- iv) Moreover, public administration has to carry out regular activities of administration.

Thus we can see in the present day, the sphere of public administration is expanding many ways. It deals with many essential requirements of human lives. Today, we as citizens experience the role of public administration in the spheres of health, education, sanitation, recreation, social security etc.

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and in the coming days many more subjects will be added to that list. Since the main purpose of public administration is to bring human welfare, therefore its functions and activities are also increasing to cater to the needs of the people.

We can cite here James L. Perry, who nicely summed up the importance of public administration in the following words: 'Government has been allocated tasks either that markets are unable to fulfil or that are not deemed appropriate to the private sector.' He also said that the public administrator's challenge is to perform...tasks that are too difficult or too sensitive to be entrusted to other societal institutions. (Avasthi and Maheshwari)

**Stop to consider:-**

**Multi-dimensional role of public administration:-**

In this era of welfare state, the role of public administration is more positive in nature because it is now engaged in looking after various myriad needs of people like, health, education, recreation, sanitation, social security and others, in addition to its basic function of maintaining law and order in the society. This multi-dimensional important role of public administration can be discussed under the following heads:

- Public administration occupies a very important place in the life of the people because all the needs of the people are taken care of by public administration.
- Its role is all the more important in a democracy because the very goal of democratic polity like progress, prosperity and protection of the people can be achieved in reality only through efficient functioning of public administration.
- It is also very important as a subject of study because all the citizens depend upon public administration for all the needs. So, its study helps people to understand properly about their rights and obligations. (Ashu Pasricha, 2003).

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**5.4 Importance of Public Administration in a Developing Country:**

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By now we have learnt that public administration has assumed greater importance because of the growth in the powers and functions of the state. In the developing countries it plays a significant role of establishing good relationship between the people and the administration. In such countries, Public Administration is the way to achieve the goals of holistic development. Most of the developing countries after independence has stressed on rapid

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socio- economic development. Therefore, governments of those countries assumed lots of responsibilities for bringing rapid growth. Therefore, it required an efficient and effective public administration. Moreover, these countries were suffering from many socio-economic problems. At this juncture, public administration had to take many social welfare responsibilities too. As a result of this, a new sub-discipline has emerged which is known as development administration.

With the increase in the number of functions, public administration now require very efficient, specialised, professional and technical staff to carry out policies effectively. In developing countries, the role of public administration is much more significant because, most of these countries gained independence from colonial rule. Though powers are transferred from colonial to the native rulers, the policies were required to be implemented with sensitivity. While translating the laws in to practice in a new nation, public administration played a very important role.

Again, as mentioned earlier, one of the important role of public administration is to bring stability in the society. The developing countries are engulfed with a number of problems due to lack of education, poverty, unemployment etc. Therefore, there is every possibility of outbreak of revolution when the citizens are not satisfied with the performance of the government. In such a scenario, the public administration plays a major role in bringing stability to the society by catering the needs of the people and implementing government policies effectively.

Moreover, in the developing countries public administration plays a crucial role in bringing socio- economic changes. The aim of developing countries is to accelerate the process of development. Public administration has to play the role of the agent to bring such development. While doing so it should also try to balance change and continuity in the process. For that public administration also perform the function of formation of public opinion.

Another important function of public administration is to protect the weaker sections of the society. In the developing countries where a large portion of population lives below poverty line and there are a number of marginalised communities, the role of public administration becomes more important.

Thus from the above discussions it is clear to you that public administration has assumed greater importance in the contemporary period. Gerald Caiden has pointed out the areas where public administration plays important role. They are —

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- i). Preservation of Polity
- ii). Maintenance of stability and order
- iii). Institutionalisation of Socio-economic changes
- iv). Ensuring growth and economic development
- v). Protection of the weaker sections of the society
- vi). Formation of public opinion

**Check Your Progress:**

1. Write a note on importance of public administration as a field of study.
2. Discuss the importance of public administration in a developing country.
3. “If our civilization fails, it will be mainly because of the breakdown of administration”---- in the light of the above statement discuss the importance of public administration in the modern period.
4. Evaluate the importance of public administration as an activity.

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**5.5 Summing Up :**

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Reading of this unit has helped us in understanding that the formulation and execution of plan requires the skilful operation of Public Administration. The modern democratic system also helps to expand the role of Public Administration with the introduction of the concept of the welfare state. The expansion of the role of Public Administration leads to the ever increasing demands on Public Administration for various services. Thus in the context of the newer and the wider duties and responsibilities thrown on the state, the significance of Public Administration is more vital and important than of almost any other branch of government.

Now, Public Administration is not only concerned with the execution of the policy formulated by the legislative branch, but also assists the legislature and the minister in formulation of policy with its expert knowledge and experience. The successful execution of every policy depends upon the skill and efficiency of Public Administration. Hence, it is clear that the significance of Public Administration in a modern society cannot be undermined. Administration in brief, is a dynamic force which follows and leads the will of people and helps to continue the administrative system as well as the culture of a country. Success of a country and its governments largely depends upon the efficiency of public administration.

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## 5.6 Reference and Suggested Readings

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