

① IntroductionUnit-1, MPA 012Meaning nature & scope of PA

✓ Wilson's essay - 1887

✓ Admin $\begin{cases} \text{Public} \longrightarrow \text{Govt.} \\ \text{Private} \longrightarrow \text{Pvt. Biz Enterprises.} \end{cases}$

✓ Admin: group — coop + coord $\longrightarrow$ goals/objectives

✓ Admin may refer to $\begin{cases} \text{discipline} \\ \text{vocation} \\ \text{process} \\ \text{synonym for exec/govt. (e.g. Manmohan Singh Administration, Bush Admin., Obama ")} \end{cases}$

✓ various definitions by writers

e.g. Felix A. Nigro : "Admin is the organ and use of men and materials to accomplish a purpose"

✓ Admin: "technology of social relationships"

✓ 2 essentials : cooperative effort + pursuit of common objectives

Administration, Organization and Management

Admin : determinative function : sets goals
 Orgn : machinery for coord b/w admin & mgmt.
 Mgmt : executive function & strives to attain goals

} view among some PA scholars

Peter Droucker : mgmt : biz activity, economic performance
 admin : non-biz activity

} another view

3rd view : admin — routine functions as per procedures
 mgmt — risk taking, dynamic, creative, innovative fns.

Defining Pub. Admin.

- ✓ means to carry out the policy decisions made by political executive.
- ✓ 'Public' → govt. : govt. admin., govt. in action, socio economic and politico-administrative confluence
- ✓ PA : that part of admin. which pertains to administrative activities of the govt.
- ✓ Woodrow Wilson : PA : detailed and systematic application of law.
- ✓ L.D. White : PA — operations whose purpose is fulfilment/enforcement of Public policy.
- ✓ Dwight Waldo : art and science of mgmt. applied to affairs of State.
- ✓ Dimock : "what" and "how" of govt.
- ✓ Today : broadener definition : PA has role in policy formulation also, covers 3 branches of the govt. and their inter-relationships. Part of the political process.

Pg 18 MPA 012 — Read the bullets

Nature of Public Admin

New Definition — Pg 21, Super 50
— P252

- ✓ 2 views
 - Integral : Admin — all activities : manual, clerical, managerial — Fayol, L.D. White
 - Managerial : Admin : managerial activities : planning, organizing, commanding, coordinating & controlling
 - Getting things done and not doing them
 - Gulick, Simon, Smithburg, Thompson
- PA = sum total of state intervention in public affairs so as to facilitate all to excel in their respective avocation with due regard for sustainability.

Scope of Pub. Admin.

✓ as an activity = scope of state activity : wide scope

✓ as a discipline

— POSDCORB view : Gulick

— Planning, Organization, Staffing, Directing, Coordinating, Reporting, Budgeting

— POSDCORB gives unity, certainty, definiteness $\Rightarrow$ study more systematic

— Critics : POSDCORB ignores study of "subject matter" with which the agency is concerned; No reference to formulation and implementation of policy $\Rightarrow$ scope of admin defined narrowly.
 $\rightarrow$ (different agencies face different administrative problems)

— Subject Matter View

— Substantive concerns in addition to POSDCORB techniques
 $\rightarrow$ specialized techniques e.g. Police Admin has own techniques in crime detection, maintenance of law and order, etc.

✓ $\Rightarrow$ Lewis Meriam : Pub ad = scissors with 2 blades
1 blade = knowledge of field covered by POSDCORB
2nd " = knowledge of subject matter in which these techniques are applied.
both blades good $\rightarrow$ effective tool

✓ Herbert Simon : Pub ad : 2 imp aspects: deciding and doing things.

✓ PA = broad ranging and amorphous combination of theory and practice — N. Henry

Public and Pvt. Admin.

✓ Simon

<u>Pub Ad</u>	<u>Pvt. Ad.</u>
bureaucratic	business like
political	non-political
red tape	free from red tape

✓ Josiah Stamp : points of diff : principles of uniformity, external financial control, ministerial responsibility and marginal return → (pvt. - objective is profit; public - objectives can't be measured in money terms)
 → uniform laws and regulations
 Pub Ad

✓ Appleby : Scope, impact, ~~also~~ public accountability, political character

✓ important distinguishing features :

- ✓ Political Direction
- ✓ Absence of Profit Motive
- ✓ Prestige
- ✓ Public gaze
- ✓ Service & Cost : Govt → exp > income ⇒ deficit budget
- ✓ Legal Framework
- ✓ consistency of treatment
- ✓ Public Accountability : Hallmark of PubAd in a democracy (indirect responsibility to public via legislature or judiciary etc.)
- ✓ Large scale admin.
- ✓ Monopolistic & Essential Services
- ✓ Officials remain anonymous
- ✓ Financial meticulousness
- ✓ Lower level of efficiency

Some similarities

- ✓ Fayol : admin sciences equally applicable to pub & pvt.
- ✓ classical writers : pub & pvt : members of genus administration

Similarities —

- skills, techniques, procedures
- profit motive : being accepted by PSEs also
- personnel management
- legal constraints — pvt. also
- hierarchy and mgmt. systems
- people served, PR maintained

- ✓ diff more apparent than real but special values & techniques gives each its distinctive character.

IMPORTANCE of PubAd.

- ✓ Wilson : object of admin. study is to discover —

- What govt. can properly & successfully do?
- how it can do it with utmost efficiency and least possible cost of money or energy?

Importance as subject of study :

- ✓ govt. : public interest : efficiency
- ✓ ~~too~~ admin : cooperative + social activity : impact of policies on society
- ✓ need for speedy socio-economic dev in developing countries
 - ↳ sub discipline : Development Admn.
- ✓ touches lives, ubiquitous : study of pub ad contributes to realization of values of citizenship → teaching of PubAd should be promoted.

Importance as an activity

- ✓ basis of the govt. : Appleby : govt. can't exist w/o Admin.
- ✓ instrument for providing services
- ✓ instrument for implementing policies : words → action
- ✓ stabilizing force in society : element of continuity b/w old and new orders
- ✓ social change & economic dev.
- ✓ technical character : ↑ fun of govt → ↑ technical, profssnl services
→ PA : galaxy of all of a nation's occupations.

Gerald Caiden

- ✓ preservation of polity
 - ✓ maintenance of stability & order
 - ✓ Institutionalization of socio-economic changes
 - ✓ mgmt. of large scale commercial services
 - ✓ ensuring growth and economic dev
 - ✓ protection of weaker sections
 - ✓ formation of public opinion
 - ✓ influencing public policies
- crucial role of Pub Ad in contemporary Society.

- Why is the importance growing?

- ✓ Emergence of welfare & democratic state
- ✓ Industrial Revolution → labour welfare
- ✓ Scientific and tech. dev. → big govt, large scale admin
- ✓ Economic planning → plan formulation, implementation, monitoring, evaluation.

✓ Role of Pub Ad in LPG (Liberalization, Privatization & Globalization)

↳ Pg 27-28 MPA 012

✓ LPG since 1980s

✓ LPG $\left\{ \begin{array}{l} \text{mgmt. of PSEs partially or fully to Pvt. companies} \\ \text{disinvestment in PSEs (e.g. India)} \end{array} \right.$

✓ PSEs find themselves in competitive & challenging environ

✓ Role of Pub Ad under LPG : Significant

↳ dismantling of regime of licenses, regulations, secrecy, control and delay

↳ bureaucracy to play investor friendly, responsive, transparent open & competitive role $\Rightarrow$ admin. reforms required

✓ role of pub ad today : ↑ governance ↓ direct involvement

✓ pubad : enabling, collaborative, cooperative, regulatory roles

✓ core areas : direct role

✓ competition with prt. / partnership with citizens / partnership with prt. / partnership with NGOs

↳ e.g. Bhagidari Syst.
(Delhi Govt.)

NEW PUBLIC ADMINISTRATION

American society : 1960s : many problems : Vietnam war, popⁿ ↑, environmental problems, ↑ social conflicts, economic crisis

✓ efficacy, speed of response, efficiency, economy of admin questioned

✓ need felt for : focus on social equity, restoration of values & purpose in admin,

↳ emergence of NPA

1) Honey Report on higher education for Public Service

✓ John Honey of Syracuse Univ

✓ 1966 - evaluation of PA as field of study

- ✓ → uncertainty & confusion over status of discipline
- ✓ → \$ funds inadequate
- ✓ → institutional shortcomings
- ✓ → ↓ communication b/w scholars & practitioners.

✓ recommended, inter alia, setting up of National Commission on Public Service Education. (NCPSE).

2) Philadelphia Conference : 1967, American Academy of Political and Social Sciences. Chairman: James Charlesworth

viewpoints that emerged :

- ✓ → ↑ flexibility in scope (as ↑ fns of govt) → need to widen
- ✓ → dichotomy b/w policy and admin meaningless
- ✓ → need to ↑ focus on social problems
- ✓ → promote social equity, efficiency, accountability, responsiveness, people's participation in decision making.
- ✓ → ↑ management flexibility & other innovations
- ✓ → training to be revamped (↑ social sensitivity)
(↑ admin. ethics)

training of administrators
in professional schools.

'AAPSS

New Public Admin : 1st Minnowbrook Conference.

- ✓ 1960s USA : cynicism towards institutions ↑
- ✓ Dwight Waldo, Syracuse Univ
- ✓ objective : make PA responsive to social concerns and assume the role of change agent in reforming society

points of focus

- ✓ public policy approach
- ✓ social equity, efficiency, economy
- ✓ ethics, honesty, responsibility
- ✓ cut back of govt. agencies wherever needed ←
- ✓ Responsive govt. has to manage change in +n to growth
- ✓ citizen participation
- ✓ concept of hierarchy challenged
- ✓ imp role of implementation in decision making

NPA Goals

RVSCPE

normative
= prescriptive
= what ought
to be

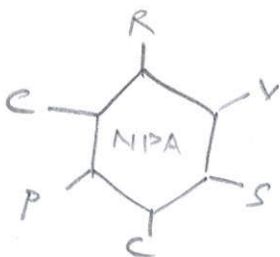
- ✓ Relevance to the realities of public life
- ✓ Values ↑
- ✓ Social Equity
- ✓ Change
- ✓ Participation
- ✓ Client Orientation

- ↑ people orientation
- ↑ social sensitivity
- ↑ normative concerns.

(reducing socio-economic disparities)

Proactive towards major social issues

Receptive to change
administrator = change agent



Robert Golembiewski : anti goals of NPA

- ✓ Anti Positivism. — abandon rigidity
- ✓ Anti Technology — humans ≠ cogs in the machine
- ✓ Anti Hierarchy

George Frederickson: Key features of NPA

- ✓ Change and Responsiveness → flexibility & adaptability
- ✓ Rationality → efficacy of admin actions from POV of Govt + citizens.
- ✓ Structural changes → experiment with diff org structures, small, decent, flexible
- ✓ emphasis on multi-disciplinary perspective →

2nd Minnowbrook Conference — 1988 (Read from IGNOU MPA12 Pg 195)

- ✓ Social equity closer to reality than in 1968
- ✓ democratic values, ethics, accountability, leadership
- ✓ normative v/s behaviourist perspective
- ✓ Diversity accepted as basic value
- ✓ Short term goals "fast changing environ. long term vision was not possible/feasible"
- ✓ prevalence of "professional ethnocentricity" / parochialism ⇒
↓ interdisciplinary approach ↓
- ✓ -ve attitude towards biz as an enterprise
- ✓ ↑ innovative personnel practices → productivity ↑
↓ technological issues
- ✓ ↓ specifics of what govt. should do ; politics - admin dichotomy was still alive inspite of discussions focussing on influence of admin on policy.