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## **UNIT-1 PUBLIC ADMINISTRATION - MEANING, NATURE, SCOPE AND IMPORTANCE**

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### **1.0 LEARNING OUTCOMES**

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After going through this Unit, you should be able to:

- define Administration and Public Administration

- describe the nature of Public Administration
- explain the scope of Public Administration
- distinguish between Private and Public Administration
- analyse the Role of Public Administration vis-à-vis Liberalisation, Privatisation and Globalisation (LPG)

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## 1.1 INTRODUCTION

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Administration as an activity is as old as society itself. But as an area of study it originated, with the publication of Wilson's essay on study of Administration in 1887. As a process, administration occurs in both public and private organisations. It occurs in such diverse institution as settings as a business firm, labour unions, religious or charitable organisations, educational institutions, etc. Its nature is affected by the sphere with which it is concerned. Administration is commonly divided into two types, Public and Private Administration. As an aspect of government activity it has existed since the emergence of political system(s). While public administration relates to the activities carried out by government, private administration refers to the management of private business enterprises.

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

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## 1.2 WHAT IS ADMINISTRATION?

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The word 'administer' is derived from the Latin word *administere*, which means to care for or to look after people, to manage affairs. Administration may be defined as "*group activity which involves cooperation and coordination for the purpose of achieving desired goals or objectives*".

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

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

Noted below are definitions by a few famous writers.

### **E.N. Gladden**

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

### **Brooks Adams**

“Administration is the capacity of coordinating many, and often conflicting, social energies in a single organism, so adroitly that they shall operate as a unity.

### **Felix A. Nigro**

“Administration is the organisation and use of men and materials to accomplish a purpose”.

### **J.M. Pfiffner and R. Presthus**

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

### **L.D. White**

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

## **Luther Gullick**

“Administration has to do with getting things done, with the accomplishment of defined objectives”.

## **F.M. Marx**

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

## **Herbert Simon, D.W. Smithburg and V.A. Thompson**

“In its broadest sense, the administration can be defined as the activities of group cooperating to accomplish common goals.”

A brief analysis of the definitions listed above reveals that administration comprises two essentials, namely (1) cooperative effort, and (2) pursuit of common objectives. One does not find any administration if there is only a common purpose without a collective effort or vice-versa. Administration is also called a ‘technology of social relationships’. Thus, administration is a process common to all group effort, public or private, civil or military, large scale or small scale. It is process at work in a department store, a bank, a university, a high school, a railroad, a hospital, a hotel or a local government.

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## **1.3 ADMINISTRATION, ORGANISATION AND MANAGEMENT**

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Before we discuss about the meaning, definition, nature, scope and importance of public administration we will try to know what is administration, organisation and management. As these terms are often used interchangeably and synonymously, it is pertinent to know the differences and distinctions between these three terms.

According to William Schulze Administration is the force, which lays down the object for which an organisation and its management are to strive and the broad policies under which they are to operate.

An Organisation is a combination of the necessary human beings, materials, tools, equipment and working space, appurtenances brought together in systematic and effective co-relation to accomplish some desired object.

Management is that which leads guides and directs an organisation for the accomplishment of pre-determined object.

To put the above in simple terms, administration sets the goal, management strives to attain it and organisation is the machine of the management for the attainment of the ends determined by the administration.

Some scholars have a different view about the administration and management. According to Peter Drucker management is associated with the business activity, which has to show economic performance, whereas administration is associated with the non business activities like activities of the Government.

The other view is that administration is associated with performing routine things in known settings in accordance with certain procedures, rules, and regulations. The Management is associated with performing functions like risk taking, dynamic, creative and innovative functions.

Some scholars of Public Administration are closely associated with the first view that is, administration is a determinative function. Management, on other hand is an executive function that is primarily concerned with carrying out the broad policies laid down by the administration. Organisation is the machinery through which coordination is established between administration and management.

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#### **1.4 DEFINING PUBLIC ADMINISTRATION**

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L.D. White observes that although public administration varies in form and objects, and although the administration of public and private affairs differs at many points, there is an underlying similarity, if not identity. As an integral aspect of such generic concept, public administration could be related to that type of administration, which operates within a specific ecological setting. It is a means to carry out the policy decisions made by political executive.

To be seen along with it is the 'Public' aspect of Public administration, which attributes a special character and focus to it. 'Public' can be looked at formally to mean 'government'. So, public administration is government administration, government in action, or a socio-economic and politico-administrative confluence, the focus being especially on public bureaucracy. Encyclopaedia Britannica defines public administration as 'the application of a policy of a state through its government.'

Public Administration, therefore, refers to that part of administration, which pertains to the administrative activities of the government.

Now we will try to look into the definitions of Public Administration provided by various scholars.

### **Woodrow Wilson**

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

### **L.D. White**

“Public administration consists of all those operations having for their purpose the fulfilment or enforcement of public policy”. As per White, this definition covers a multitude of particular operations in many fields the delivery of a letter, the sale of public land, the negotiation of a treaty, the award of compensation to an injured workman, the quarantine of a sick child, the removal of litter from a park, manufacturing uranium 235, and licensing the use of atomic energy. It includes military as well as civil affairs, much of the work of courts, and all the special fields of government activity-police, education, health, construction of public works, conservation, social security, and many others. The conduct of public affairs in advanced civilisations requires the employment of almost every profession and skill-engineering, law, medicine, and teaching; the crafts, the technical specialties, the office skills, and many others.

### **Percy Mc Queen**

Public administration is related to the operations of government whether local or central.

### **Luther Gulick**

Public administration is that part of the science of administration, which has to do with the government; it concerns itself primarily with the executive branch where the work of the government is done; though there are obviously problems also in connection with the legislative and judicial branches.

### **J.M Pfiffner**

“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”.

### **M. Ruthanaswami**

“When administration has to do with the affairs of a state or minor political institutions like the municipal or country council (district board), it is called public administration. All the acts of the officials of a government, from the peon in a remote office to the head of a state in the capital, constitute public administration.”

### **H.A. Simon, D.W. Smithburg and V.A. Thompson**

“By Public Administration is meant, in common usage, the activities of the executive branches of national, state and local governments, government corporations and certain other agencies of a specialised character. Specifically excluded are judicial and legislative agencies within the government and non-governmental administration.”

### **Corson and Harris**

“Public administration ... is the action part of government, the means by which the purposes and goals of government are realised.”

### **Dwight Waldo**

“Public administration is the art and science of management as applied to the affairs of State.”

### **M.E. Dimock**

“Public Administration is concerned with ‘what’ and ‘how’ of the government. The ‘what’ is the subject matter, the technical knowledge of a field, which enables the administrator to perform his tasks. The ‘how’ is the technique of management, the principles according to which co-operative programmes are carried through to success. Each is indispensable, together they form the synthesis called administration”.

### **Nicholas Henry**

“Public Administration is a broad-ranging and amorphous combination of theory and practice; its purpose is to promote a superior understanding of government and its relationship with the society, it governs, as well as to encourage public policies more responsive to social needs and to institute managerial practices attuned to effectiveness, efficiency and the deeper human requisites of the citizenry”.

The traditional definitions of Public Administration, which are given above reflect the view that the Public Administration is only involved in carrying out the policies and programmes of the government. It reflects that it has no role in policy making and also locates the administration in the executive branch but today the term public administration is used in a broader sense that it is not only involved in carrying out the programmes of the government, but it also plays an important role in policy formulation and covers the three branches of the government. In this context, we may reflect on the definition offered by F.A. Nigro and L.G. Nigro. According to them Public Administration:

In this context we can reflect the definition offered by F.A. Nigro and L.G. Nigro. According to them Public Administration:

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

In sum, public administration:

- is the non-political public bureaucracy operating in a political system;
- deals with the ends of the State, the sovereign will, the public interests and laws;
- is the business side of government and as such concerned with policy execution, but it is also concerned with policy-making;
- covers all three branches of government, although it tends to be concentrated in the executive branch;
- provides regulatory and service functions to the people in order to attain good life;
- differs significantly from private administration, especially in its emphasis on the public; and

- is interdisciplinary in nature as it draws upon other social sciences like political science, economics and sociology.

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## **1.5 NATURE OF PUBLIC ADMINISTRATION**

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There are two views regarding the Nature of Public Administration, that is, Integral and Managerial.

According to the integral view, 'administration' is the sum total of all the activities – manual, clerical, managerial, etc., which are undertaken to realise the objectives of the organisation. In this view all the acts of officials of the government from the Attendant to the Secretaries to the government and Head of the State constitute Public Administration. Henri Fayol and L.D. White are the supporters of this view.

According to the managerial view of administration, the managerial activities of people who are involved in planning, organising, commanding, coordinating and controlling constitute Public Administration. This view regards administration as getting things done and not doing things. Luther Gullick, Herbert Simon, Smithburg and Thompson are the supporters of this view. The managerial view excludes Public Administration from non-managerial activities such as manual, clerical and technical activities.

The two views differs from each other in many ways. According to Prof. M.P. Sharma the difference between the two views is fundamental. The integral view includes the activities of all the persons engaged in administration whereas the managerial view restricts itself only to the activities of the few persons at the top. The integral view depicts all types of activities from manual to managerial, from non-technical to technical whereas the managerial view takes into account only the managerial activities in an organisation. Furthermore, administration, according to the integral view would differ from one sphere to another depending upon the subject matter, but whereas that will not be the case according to the managerial point of view because the managerial view is identified with the managerial techniques common to all the fields of administration.

The difference between the two views relates to the difference between management and operation or we may say between getting things done and doing things. The correct meaning of the term administration would however, depend upon the context in which it is used. Dimock, Dimock and Koenig sum up in the following words:

“As a study public administration examines every aspect of government’s efforts to discharge the laws and to give effect to public policy; as a process, it is all the steps taken between the time an enforcement agency assumes jurisdiction and the last break is placed (but includes also that agency’s participation, if any, in the formulation of the programme in the first place); and as a vocation, it is organising and directing the activities of others in a public agency.”

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## **1.6 SCOPE OF PUBLIC ADMINISTRATION**

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By the scope of Public Administration, we mean the major concerns of Public Administration as an activity and as a discipline.

### **1.6.1 Scope of Public Administration as an activity**

Broadly speaking, Public Administration embraces all the activities of the government. Hence as an activity the scope of public administration is no less than the scope of state activity. In the modern welfare state people expect many things – a wide variety of services and protection from the government. In this context public administration provides a number of welfare and social security services to the people. Besides, it has to manage government owned industries and regulate private industries. Public administration covers every area and activity within the ambit public policy. Thus, the scope of public administration is very wide in modern state.

### **1.6.2 Scope of Public Administration as a Discipline**

The scope of public administration as a discipline, that is subject of studies, comprises of the following:

#### **The POSDCoRB view**

Several writers have defined the scope of public administration in varying terms. Gullick sums up the scope of the subject by the letters of the word POSDCoRB which denote: Planning, Organisation, Staffing, Directing, Co-ordinating reporting the Budgeting. Planning means the working out in broad outline the things to be done, the methods to be adopted to accomplish the purpose.

Organisation means the establishment of the formal structure of authority through which the work is sub-divided, arranged, defined and coordinated.

Staffing means the recruitment and training of the personnel and their conditions of work.

Directing means making decisions and issuing orders and instructions.

Coordinating means inter-relating the work of various divisions, sections and other parts of the organisation.

Reporting means informing the superiors within the agency to whom the executive is responsible about what is going on.

Budgeting means fiscal planning, control and accounting.

According to Gullick the POSDCoRB activities are common to all organisations. They are the common problems of management which are found in different agencies regardless of the nature of the work they do.

POSDCoRB gives unity, certainty, and definiteness and makes the study more systematic. The critics pointed out that the POSDCoRB activities were neither the whole of administration, nor even the most important part of it. The POSDCoRB view overlooks the fact that different agencies are faced with different administrative problems, which are peculiar to the nature of the services, they render and the functions they performed. The POSDCoRB view takes into consideration only the common techniques of the administration and ignores the study of the 'subject matter' with which the agency is concerned. A major defect is that the POSDCoRB view does not contain any reference to the formulation and implementation of the policy. Therefore, the scope of administration is defined very narrowly, being too inward looking and too conscious of the top management.

### **The Subject Matter View**

We all know that public administration deals not only with the processes but also with the substantive matters of administration, such as Defence, Law and Order, Education, Public Health, Agriculture, Public Works, Social Security, Justice, Welfare, etc. These services require not only POSDCoRB techniques but also have important specialised techniques of their own which are not covered by POSDCoRB techniques. For example, if you take Police Administration it has its own techniques in crime detection, maintenance of Law and Order, etc., which are much and more vital to efficient police work, than the formal principles of organisation, personnel management, coordination or finance and it is the same with other services too. Therefore, the study of public administration should deal with both the processes (that is POSDCoRB techniques and the substantive concerns). We conclude the scope of public administration with the statement of Lewis Meriam: "Public administration is

an instrument with two blades like a pair of scissors. One blade may be knowledge of the field covered by POSDCoRB, the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool”.

We may conclude the discussion with the observation of Herbert Simon who says that Public administration has two important aspects, namely deciding and doing things. The first provides the basis for the second. One cannot conceive of any discipline without thinking or deciding. Thus Public administration is a broad-ranging and an amorphous combination of theory and practice.

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## **1.7 PUBLIC AND PRIVATE ADMINISTRATION**

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The major concern of administration is to properly organise men and material for achieving desired ends. As a co-operative group activity, administration is truly universal and operates in all types of public and private organisations. In other words, administration occurs in both public and private institutional settings. Its nature depends upon the nature of the setting and goals with which it is concerned. On the basis of the nature of the institutional setting, public administration can be roughly distinguished from private administration. Public administration is governmental administration concerned with achieving state purposes, determined by the state. Private administration, on the other hand is, concerned with administration of private business organisation and is distinct from public administration. Let us elaborate this

### **1.7.1 Distinction between public and private administration**

John Gaus, Ludvig Von Mises, Paul H. Appleby, Sir Josia Stamp, Herbert A. Simon, Peter Drucker, etc., in their writings, have made distinction between public and private administration.

According to Simon, the distinction between public and private administration relates mainly to three points:

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

**Felix A. Nigro** has pointed out that government is also different from private organisation, as no private company can equal to it in size and diversity of activities.

According to **Sir Josiah Stamp**, the four principles, which differentiate public from private administration, are:

**Principle of Uniformity:** Common and uniform laws and regulations mostly regulate public Administration.

**Principle of External Financial Control:** the representatives of the people through a legislative body control Government revenues and heads of expenditure.

**Principle of Ministerial Responsibility:** Public administration is accountable to its political masters and through them to the people.

**Principle of marginal Return:** The main objective of a business venture is profit, however small it may be. However, most of the objectives of public administration can neither be measured in money terms nor checked by accountancy methods.

According to Paul H. Appleby public administration is different from private administration. He remark, "In broad terms the governmental function and attitude have at least three complementary aspects that go to differentiate government from all other institutions and activities: **breadth of scope, impact and consideration; public accountability; political character**. No non-governmental institution has the breadth of government.

Appleby notes that the **political character** of Public Administration differentiates it from private administration. Public Administration is subject to political direction and control. This is the primary distinction between the two. He further argues, "Administration is politics since it must be responsive to the public interest. It is necessary to emphasise the fact that popular political processes, which are the essence of democracy, can only work through governmental organisation, and that all governmental organisations are not merely administrative entities, they are and must be political organisms."

Appleby reflects further on the distinction between public and private administration in the context of public accountability "Government administration differs from all other administrative work to a degree not even faintly realised outside, by virtue of its public nature, the way in which it is subject to public scrutiny and outcry. This interest often runs to details of administrative action that in private business would never be of concern other than inside the organisation.

According to Appleby private administration cannot claim the **breadth of scope, impact and consideration of the public administration**. He observes, “The organised government impinges upon and is affected by practically everything that exists or moves in our society. It involves policies and actions of immense complexity. Its fullest possible understanding requires the wisdom of many specialists as well as the key participants in public and private life.

The more important distinguishing features of Public administration may be described under the following sub-heads:

**Political Direction:** Public administration is political, while private administration is non-political, public administration takes place in a political context.

**Absence of profit motive:** The absence of profit motive from the Public administration is another feature, which distinguishes it from the private administration. The primary purpose of governmental organisation is to provide services to the people and promote social good.

**Prestige:** Public administrators who serve in the Government enjoy high status and prestige in comparison to their counterparts in private enterprises especially developing countries.

**Public Gaze:** All the actions of public administration are exposed to wide public gaze because the public closely watches it. This does not happen in private administration.

**Service and Cost:** Most governments spend more money than their income or revenues. That is the reason for finding generally a deficit budget that is, expenditure exceeding income. Conversely, private administration income often exceeds expenditure without which they cannot survive.

**Legal framework:** Public administration operates within a legal framework. It is rule oriented. The responsibilities of public administrators are fixed by a set of constitutional practices, laws and regulations. Government officials are obliged to act within their legal powers and not outside the law.

**Consistency of treatment:** A government official is required by law to maintain a high degree of consistency in his dealings with the public. He has to observe the principle of equality of treatment in serving the people. It is a legal obligation to not to discriminate against any person.

**Public accountability:** Public accountability is the hallmark of Public administration in a democracy. Public administration is responsible to the public, though not directly but indirectly through political executive, legislature, judiciary, etc.

**Large-scale administration:** Public administration is large-scale administration. It is said that almost anything under the sun is directly or indirectly under the domain of public administration. It is by all means larger than any big private concern in terms of size., complexity and diversity of activities.

**Monopolistic and Essential Services:** In the field of public administration, there is generally a monopoly of the government and it does not generally allow private parties to compete with it. For example, no person or bodies of persons are allowed to establish or perform functions related to public services like national security, foreign relations, law and order, mint and currency, as these are the exclusive fields of the government and thoroughly important for the community and polity to prosper.

**Officials remain Anonymous:** In public administration, even the most senior officials remain anonymous and their identity is not disclosed. This is so because whatever they do, they do in the name of the government and not in their own name.

**Financial meticulousness:** Public administration has to be very careful in financial matters because it is working as custodian of people's money.

**Lower level of Efficiency:** Efficiency is said to be the cornerstone of any organisation. However, due to varied responsibilities, lack of effective control, less accountability, involvement of a large number of levels and job security of employees, efficiency has not been there in public organisations to the effect desired. When compared to private administration, one finds that the degree of efficiency in public organisations is at a lower level. With profit as the major motive coupled with excessive control and flexibility in personnel administration the level of efficiency in private organisations is much higher.

### **1.7.2 Similarities between Public and Private Administration**

Scholars like Henry Fayol, Mary P. Follet and L. Urwick do not make a distinction between public and private administration. The classical writers held the view that public and private administrations are the undifferentiated members of the genus administration. Henri Foyal, for example, says that there is only one administrative science, which can be applied equally well to public and private sectors. In his address in the Second International Congress of Administrative Science, Fayol remarked, "The meaning which I have given to the word administration and which

has been generally adopted, broadens considerably the field of administrative sciences. It embraces not only the public service but also enterprises of every size and description, of every form and every purpose. All undertakings require planning, organisation, command, co-ordination and control and in order to function properly, all must observe the same general principles. We are no longer confronted with several administrative sciences but with one which can be applied equally well to public and to private affairs”.

The following similarities between the two types of administration may be noted:

1. Both public and business administration rely on common skills, techniques and procedures.
2. In modern times the principle of profit motive is not peculiar to private administration, because it is now accepted as a laudable objective for public sector enterprises also.
3. In personnel management, the private organisations have been influenced greatly by the practices of public organisations.
4. The private concerns are also subjected to many legal constraints. Government is exercising much control over business firms through regulatory legislation such as taxation, monetary and licensing policies, etc. Consequently, they are not as free as they once used to be.
5. There is a similar type of hierarchy and management systems, both in public and private sectors. Both have same kind of organisation structure, superior – subordinate relationships, etc.
6. Both Public and private administration carries on continuous efforts to improve their internal working and also for efficient delivery of services to people or customers.
7. Public and private administration serves the people, whether being called clients or customers. Both have to maintain close contact with people to inform about their services and also to get feedback about services and product. In both the cases, public relations help them to inform and improve their services to the people.

The preceding discussion shows that the distinction between public and private administration is not absolute. In fact, they are becoming more and more alike in many respects. However, it does not mean that there are no significant differences

between these two types of administration. Waldo observes that Public administration is distinct because it reflects the peculiar characteristics of government activity and the public setting in which it functions.

Given the wide acceptance of the ideas of liberalisation, privatisation and globalisation, both public and private administrations have to compete in the same area to provide services to people. Here both are dealing with customers, who pay for their services, in such a situation it narrows down the differences between the public and private administration. New Public Management, which has come into prominence, recently, puts emphasis on managerial techniques, which are to be adopted by public administration for the efficient delivery of public services. But in providing public services in the field of social and welfare areas there exists a difference between public and private administration

With this brief characterisation, it could be stated that both public and private administration are placed in different environments. But this difference is more apparent than real. According to Waldo, The generalisation which distinguish public administration from private administration by special care for equality of treatment, legal authorisation of, and responsibility of action, public justification of decisions, financial probity and meticulousness, etc. are of very limited applicability,” In fact public and private administrations are the “two species of the same genus, but they have special values and techniques of their own which give to each its distinctive character.

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## **1.8 IMPORTANCE OF PUBLIC ADMINISTRATION**

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

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

The study of administration assumed significance, according to Woodrow Wilson, as a consequence to the increasing complexities of society, growing functions of state and growth of governments on democratic lines. This exhaustive list of functions made to think as to ‘how’ and in what ‘directions’ these functions should be effectively performed. To this Wilson suggested that there was a need to reform the government in the administrative field. As per Wilson, the object of administrative study is to discover what government can properly and successfully does and how it can do these things with utmost efficiency and the least possible cost either of money or of energy.

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

- One of the important reasons is the practical concern that the government today has to work towards the public interest. The first and foremost objective of public administration is to efficiently deliver public services. In this context, Wilsonian definition of the subject as efficiency promoting and pragmatic field was the first explicitly articulated statement on the importance of a separate discipline of public administration. During the first half of the preceding century, a number of countries have appointed committees to look into the problems of administration and recommended suitable administrative machinery to respond to diverse public needs. The Haldane Committee Report (1919) in Britain; the President's Committee on Administrative Management (1937) in the United States; A.D. Gorwala Committee's and Paul H. Appleby's Reports in India are some of the examples of the efforts by various countries to make changes in public administration. During the last four decades also, a number of reports, produced by committees/commissions appointed by governments in various countries or multilateral agencies, and books published by scholars have enriched the discipline and provided new perspectives to public administration to tune it to the changing needs of the times. They include: Report of the Committee on the Civil Services (Fulton Committee Report, U.K., 1968); various reports of the Administrative Reforms Commission (India, 1967-72); Reinventing Government (U.S.A., look by David Osborne and Ted Gabler, 1992), Governance and sustainable Development (UNDP, 1997) and World Development Report: Building Institutions for Markets (The World Bank, 2002).
- Administration is looked at, in the social science perspective, as a cooperative and social activity. Hence the concern of academic inquiry would be to understand the impact of government policies and operations on society. What kind of society do the policies envisage? To what extent administrative action is non-discriminatory?; How is public administration functioning and what are the immediate and long term effects of governmental action on the social structure, the economy and polity?; etc. are questions requiring careful analysis. From the social science perspective, public administration, as a discipline, has to draw on a variety of sister disciplines such as History, Sociology, Economics, Geography, Philosophy, Psychology, etc., with the objective to explain and not just to prescribe.
- Public administration has a special status in the developing countries. Many of these countries, after independence from the colonial rule have stressed upon

speedy socio – economic development. Obviously, these countries have to rely on government for speedy development. The latter requires a public administration to be organised and effectively operated for increasing productivity quickly. Likewise, social welfare activities have to be effectively executed. These aspects have given birth to the new sub-discipline of development administration. The emergence of development administration is indicative of a felt need for a body of knowledge about how to study the third world administration and at the same time to bring about speedy socio-economic development with government's intervention. Development administration has therefore, emerged as a sub-discipline to serve the cause of development.

- Public administration, as witnessed holds a place of significance in the lives of people. It touches them at every step. For most of their needs, the citizens depend upon public administration. In view of the important role of public administration in the lives of people, the citizens of a country cannot ignore. Therefore, its teaching should become a part of the curriculum of educational institutions. People must get to know about the structure of government, the activities it undertakes and the manner in which these are actually performed. The study of public administration will contribute to the realisation of the values of citizenship.

### **1.8.2 Importance of Public Administration as an Activity**

The contemporary age, which has witnessed the emergence of 'Administrative State', public administration has become an essential part of society and a dominant factor. The functions it is called upon to perform, have expanded in scope and nature, and what is more, are continually increasing. Many of them are more positive in nature because they care for the essential requirements of human life, be it health, education, recreation, sanitation, social security or others. It is, therefore, a creative factor, with its motto being 'human welfare'. These functions are over and above its regulatory functions. The view points of eminent scholars, as referred to below, amply reflect the significance of public administration.

**Woodrow Wilson:** "Administration is the most obvious part of government; it is government in action, it is the executive, the operative and the most visible side of the government.

**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".

**W.B. Donham:** 'If our civilization fails, it will be mainly because of breakdown of administration'.

**Paul H. Appleby:** ‘Administration is the basis of government. No government can exist without administration. Without administration government would be a discussion club, if indeed, it could exist at all’.

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

- **Basis of the Government:** A Government can exist without a legislature or an independent judiciary. But no Government can exist without administration.
- **An instrument for providing services:** Public administration is mainly concerned with the performance of various activities performed by government in the public interest. Felix A. Nigro aptly remarks, “The real core of administration is the basic service which is performed for the public”.
- **An instrument for implementing policies:** Modern governments go a long way in formulating and adopting sound policies laws and regulations. It should not be forgotten that such policies, laws, etc. are not merely printed papers. Such paper declarations of intent are translated into reality by public administration thus converting words into action and form into substance.
- **A stabilising force in society:** Public administration is a major force for bringing stability in society. It has been observed that though government often changes, but violent change is seldom experienced by administration. An element of continuity between the old and the new orders is provided by public administration. It does not hold true only of constitutional changes of government in democratic countries, but is also reflected when there are revolutionary changes in the form and character of government.
- **An instrument of social change and economic development:** Public administration’s role as a change agent is particularly crucial in developing nations. It is expected of the state at present to work for accelerating socio-economic change and not to be a passive agency to maintain the status quo.
- **Technical Character:** The present day government is expected to provide various services to its population. The increase in the number of functions undertaken by the government require highly specialised, professional and technical, services. Modern public administration usually represents a galaxy of all of a nation’s occupations.

According to Gerald Caiden public administration has assumed the following crucial roles in contemporary modern society:

- Preservation of polity;
- Maintenance of stability and order;
- Institutionalisation of Socio-Economic changes;
- Management of large scale commercial services;
- Ensuring growth and economic development;
- Protection of the weaker sections of society;
- Formation of public opinion; and
- Influencing Public policies.

The points mentioned below summarise the reasons for the growing importance of public administration:

### **Emergence of Welfare and Democratic state**

Emergence of welfare and democratic state has led to an increase in the activities of public administration compared to that of the laissez-faire state. The state has to now serve all sections of people in the society. This amounts to enhanced responsibilities of public administration. Public administration is also to regulate and control private economic enterprises to meet the objectives of the state.

### **Industrial Revolution**

The industrial revolution gave rise to socio-economic problems making the government to assume new roles and responsibilities such as protection and promotion of the rights of workers in industrial establishments, etc. Consequently, the state has enacted a number of Industrial and Labour laws and it is imperative for public administration to implement such laws in order to meet the requirements of labour welfare.

### **Scientific and Technological Development**

Scientific and technological developments have brought about welcome additions in infrastructure such as power, transport and communication system. The invention of telephone, telegraph and other mechanical devices such as typewriter, tele-printer, and calculators, photocopying machines, computers, fax and the electronic mail has

brought revolutionary changes in office administration. All these have made possible 'big government' and 'large scale administration'. Besides changing the ethos and character of public administration, the revolution in information and communication technologies have contributed to improved delivery of services to people.

## **Economic Planning**

Centralised economic planning has been pursued in many developing countries as a method for socio-economic development. It requires a large number of experts and elaborate administrative machinery for plan formulation, implementation, monitoring, and evaluation.

Apart from the reasons cited the rapid growth of population, modern warfare, increase in natural and manmade disasters, decline in social harmony, increase in violence due to conflicts, communal riots, ethnic wars, terrorism, etc. have increased the importance of public administration.

It goes without saying that public administration is not only the operative but also the most obvious part of the government. It is government in action and occupies a significant place not merely as an instrument of governance but also as an important mechanism for preserving and promoting the welfare of community. It has substantive impact upon the life of the people. It is a vital process charged with implementation of pre-determined, welfare oriented, and developmental objectives.

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## **1.9 ROLE OF PUBLIC ADMINISTRATION UNDER LIBERALISATION, PRIVATISATION AND GLOBALISATION (LPG)**

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Since the 1980s a number of countries, have been influenced by the concept of liberalisation, privatisation and globalisation. In the 1980s India has also started the process of liberalisation, privatisation and globalisation (LPG). One form of LPG has entrusted the management of public sector enterprises partially or fully to private companies. Another form of LPG is disinvestment in public sector enterprises, which is followed in India. As a result of this the public sector enterprises find themselves in a competitive and challenging environment. However, the role of public administration under LPG continues to be quite significant. It requires dismantling of a regime of regulations, controls, restrictions, licences, secrecy and delay. The bureaucracy has to play an investor friendly, responsive, transparent, open and competitive role. So, this requires necessary administrative reform, which should aim at elimination of redundant practices, procedures, administrative laws and corruption. Thus, the policy of LPG affects the role, values and skills of public bureaucracy. It also decreases the scope of the functions of the state, resulting in minimum of state

interference in the lives of the individuals. The state is called upon to oversee the operational side of the enterprises. This gives the state a new role as regulator.

Today, the role of public administration is towards more of governance, then of direct involvement. The public administration has to play enabling, collaborative, cooperative, partnership and regulatory roles. Coming to the core areas such as defence, atomic energy, law and order, foreign policy it has a direct role to play. In certain other areas such as telecommunications, airlines, insurance, etc., it has to compete with the private sector, for which there should be regulatory commissions to provide for equal level playing fields for both the sectors. There are other areas which it can have partnership with the citizens for efficient delivery of services, for example, maintenance of schools, hospitals, irrigation water and civic amenities. An example we can give is the 'Bhagidari Scheme' adopted by the Delhi Government. In certain areas like electricity, water and transport it can have partnership with the private sector. A number of states have partnership with the private sector in providing these services. Other such areas are protection of forests, empowerment of women, micro credit, health schemes, and awareness programmes, it can have partnership with the Non Governmental (NGO) and Voluntary Organisations.

In analysing the emerging role of public administration in the new millennium, we are dealing with governance. And governance implies that public administration has to operate in a wider context and coordinate efforts and activities of the governmental agencies at various levels with that of the market/the private sector, civil society groups, NGOs and contextual participant or elected local government bodies, self-help groups, etc. The role and character of public administration had seen a major transformation. Although it appears that its directly handled operations have declined in some of the non-traditional areas, public administration has to provide synergy and direction for many collaborative, cooperative and regulatory activities with other segments of the society. The accent is also on promotion of greater public participation. Yet, it is still accountable for the outcomes of all the activities in which it participates directly or indirectly.

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## **1.10 CONCLUSION**

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In the preceding text, the importance of Public Administration as a discipline and as an activity has been discussed. Subsequent developments in the discipline in response to both practical problems and academic questions have further enhanced its importance as a vibrant and meaningful field. In the contemporary world, the burden of public duties on government has been steadily increasing. It seems that public administration is indispensable because contemporary civilisation cannot progress without a sound administrative system. According to Gerald, E. Caiden "The

positivistic-interventionist role of government would automatically find reactions in academic inquiry. And as history has shown, the importance of Public Administration as a discipline has been closely associated with the increasing activist role of government everywhere. In the context of the newer and the wider duties and responsibilities thrown on the state, the role of public administration is more vital and important than of almost any other branch of government. As a growing field of knowledge and practice, Public Administration has attempted to meet this challenge”.

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## 1.11 KEY CONCEPTS

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**Equality:** The idea that all persons have an equal claim to life, liberty, and the pursuit of happiness.

**Globalisation:** The process of globalisation not only includes opening up of world trade, development of advanced means of communication, internationalisation of financial markets and services, growing importance of multinational corporations, population movements and, more generally, increased mobility of persons, goods, capital data and ideas, but also of infectious diseases and environmental problems like pollution.

**Liberalisation:** A process of freeing the economy, from various Governmental regulations such as industrial licensing, controls on pricing and distribution of products and services, imports and exports and foreign exchange regulations; control of capital issues by companies; credit controls, restriction on investment, etc., so that the development and operation of the economy is increasingly guided by freely operating market forces. Thus liberalisation is essentially a process of withdrawal of all direct controls on the economy.

**Privatisation:** It means transfer, from the public to the private sector, of ownership or control over assets or activities. Privatisation fosters efficiency, encourages investment – and thus new growth and employment – and frees public resources for development of infrastructure and social programmes.

**Red Tape:** The ribbon that was once used to bind government documents; the term now stands as the symbol of excessive official formality and over attention to prescribed routines.

**Regulation:** The totality of government controls on the social and economic activities of its citizens; the rulemaking process of those administrative agencies charged with the official interpretation of laws.

**Synergy:** The enhanced result of two or more people, groups or organisation working together. In other words one plus one equals three! It comes from the Greek “Synergia”, which means joint work and cooperative action. The word is used quite often to mean that combining forces produces a better product.

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## 1.12 REFERENCES AND FURTHER READING

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## 1.13 ACTIVITIES

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1. Consider public administrative operations with which you have recently dwelt or are familiar as a functionary or as a citizen.
2. The differences between public administration and private administration are profound. Explain how the two fields differ and why the two terms are not
3. interchangeable.

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## **UNIT 2    NATURE AND TYPOLOGIES OF ORGANISATION**

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### **Structure**

- 2.0    Learning Outcome
- 2.1    Introduction
- 2.2    Why Organisations are Important
- 2.3    Meaning of Organisation
- 2.4    Principles of Organisation
- 2.5    Formal and Informal Organisation
- 2.6    Typologies of Organisation
  - 2.6.1    Typologies by Goal or Function or Purpose
  - 2.6.2    Typologies on the Bases of the Consumer or Primary Beneficiary
  - 2.6.3    Typologies on the Basis of Compliance
  - 2.6.4    Typologies on the Basis of Authority
- 2.7    Conclusion
- 2.8    Key Concepts
- 2.9    References and Further Reading
- 2.10    Activities

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### **2.0    LEARNING OUTCOME**

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After going through this Unit, you should be able to:

- Understand the importance of organisation vis-à-vis administration;
- Define Organisation;
- Explain Organisation and its characteristics;
- Define, describe and differentiate between formal and informal organisations; and
- Discuss the Typologies of organisations.

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## **2.1 INTRODUCTION**

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In the first Unit, an attempt is made to understand about public administration, its meaning, nature, scope, and importance, and distinction between public and private administration.

In this Unit we will be discussing about the importance of organisation vis-à-vis administration. We all know that administration is a cooperative group effort for the purpose of achieving predetermined objectives or goals. Public administration is an organised activity aiming at provision of services besides application of constraints to individuals and groups in the society. It is obvious that the efforts of different persons have to be in accordance with a preconceived plan to avoid confusion and working at cross-purposes. Katz and Kahn observe that when goal-directed activities are coordinated rationally by assignment of duties and responsibilities, this rational coordination is organisation. Consequently, public administration requires organisation. But organisation can take many different forms and can maximise many diverse values. The structure of organisation affects the behaviour of the organisation as a whole and of the individual members of it. The same is true of the processes through which organisations operate. By designing organisational structures and processes of one kind or another different purpose can be achieved. Organisations come into existence for the attainment of some purpose or goal; for example the United Nation Organisation was established after the end of the Second World War with the noble objectives of saving the world from the scourge of another war. And we know that much of the cooperative human effort takes place within formal organisations, of which government agencies are only one example. Others are private companies, labour unions, religious institutions, hospitals, universities, professional societies and political parties. It is, therefore, important to know about the organisation. As rightly observed by David H. Rosenbloom, the organisation of administrative activity ranks at the forefront or deals questions with which the student and practitioner of public administration must be concerned.

In this Unit, we will discuss the importance of organisation vis-à-vis administration, types, typologies, and approaches to organisation.

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## **2.2 WHY ORGANISATIONS ARE IMPORTANT**

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In recent years organisations in all spheres of life have been growing in size and complexity. James G. March and Herbert A. Simon are of opinion that organisations are important because people spend so much of time in them. The work force, that is the adult population, spends more than a third of its waking hours in organisations.

Even the child spends his time in the environment of the school organisation. In the words of the Amitai Etzioni “our society is organisational society”. We are born in hospitals, educated in schools, employed by business firms or government agencies; we join trade unions and professional associations. In sickness and in health, at work and at play, life in modern industrial society is increasingly conducted in organisational settings. Katz and Kahn are of the opinion that organisations are not a new invention. In many pre-industrial societies, organisations have been created to pursue specific goals. In the view of many sociologists, organisations have become the dominant institutions of contemporary society.

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## **2.3 MEANING OF ORGANISATION**

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The word ‘organising’ springs from ‘organism’, which means a structure with parts or components integrated in such a way that their relation to the whole governs their relation to each other.

Noted below are the definitions by few famous writers:

According to Nicholas Henry organisations are different creatures to different people, and looking at different facts of various organisations such phenomenon appears to be unavoidable.

### **Victor A. Thompson**

An organisation is “a highly rationalised and impersonal integration of a large number of specialists cooperating to achieve some announced specific objective”.

### **Chester I. Barnard**

An organisation as “a system of consciously coordinated personal activities or forces of two or more persons”.

### **E. Wight Bakke**

An organisation is “a continuing system of differentiated and coordinated human activities utilising, transforming, and welding together a specific set of human material, capital, ideational and natural resources into a unique, problem-solving whole whose functions is to satisfy particular human needs in interaction with other systems of human activities and resources in its particular environment”.

Gortner, Harold F., Julianne Mahler, and Jeanne Bell Nicholson

“An organisation is a collection of people engaged in specialised and interdependent activity to accomplish a goal or mission”.

### **John M. Gaus, L.D. White, and M.E. Dimock**

John M. Gaus, L.D. White, and M.E. Dimock express similar views on organisation. Their definitions emphasise the following:

Organisation is the arrangement of personnel for facilitating the accomplishment of some agreed purpose through the allocation of functions and responsibilities. It refers to a relationship of efforts and capacities of individuals and groups engaged in a common task in a coordinated way to secure the desired objective with the least friction and the most satisfaction to those for whom the task is done and for those engaged in the enterprise.

### **Max Weber**

Organisation is a corporate group, - that is, a social relationship which is either closed or limits the admission of outsiders by rules. Its orders are enforced by the action of specific individuals. The focus is on legitimate interaction patterns.

### **Herbert Simon**

Organisation means a planned system of cooperative effort in which each participant has a recognised role to play and duties and tasks to perform.

### **L. Urwick**

Organisation determines the activities those are necessary for a purpose (or plan) and arranging them in the group, which may be assigned to individuals. In this definition, while the identification of the tasks and their grouping is given priority, the individuals to whom the functions are entrusted come later.

### **Pfiffner and Sherwood**

Organisation is the pattern of ways in which a large number of people, initiate face-to-face contact, and relate themselves to each other in the conscious and systematic accomplishment of a mutually agreed purpose.

### **Dimock, Dimock and Koeing**

“Organisation is the systematic bringing together of inter-dependent parts to form a unified whole through which authority, co-ordination and control may be exercised to achieve a given purpose. Because the interdependent parts are made up also of people who must be directed and motivated and whose work must be co-ordinated in order to achieve the objectives of the enterprise, organisation is both a structure and human beings.”

### **Amirtai Etzioni**

Organisations are “social units (or human groupings) deliberately constructed and reconstructed to seek specific goals. Corporations, armies, schools, hospitals, churches, and prisons are included; tribes, classes, ethnic groups, friendship groups, and families are excluded”. Etzioni stresses the following three characteristics of organisations:

- (i) division of labour, power and responsibilities – divisions which are not random or traditionally patterned, but deliberately planned to enhance the realisation of specific goals;
- (ii) the presence of one or more power centres which control the concerted efforts of the organisation and direct them towards its goals; and
- (iii) substitution of personnel, i.e., unsatisfactory persons can be removed and others can be assigned their tasks. The organisation can also recombine its personnel through transfer and promotion.

### **James D. Mooney**

Organisation “refers to more than the frame of the edifice. It refers to the complete body, with all its correlated functions. It refers to those functions as they appear in action, the very pulse and heartbeats, the circulation and respiration, the vital movement, so to speak, of the organised unit. It refers to the co-ordination of all those factors as they co-operate for the common purpose”.

### **Earnest Dale**

Organisation is a system of communication, a means of problem solving and a means of facilitating decision-making. For him, an organisation is “the process of determining what must be done if a given aim is to be achieved; dividing the necessary activities into segments, small enough to be performed by one person; and

providing means of co-ordination, so that there is no wasted effort, and the members of the organisation do not get into each other's ways".

Even though organisations represent different things to different people, it is not enough to "define" organisations, as James G. March and Herbert A. Simmon once did, with the phrase, "organisations are more earthworm than ape". Nicholas Henry identifies the following characteristics of organisation:

- purposeful, complex human collectivities;
- characterised by secondary (or impersonal) relationships;
- specialised and limited goals;
- characterised by sustained cooperative activity
- integrated within a larger social system;
- provide services and products to their environment;
- dependent upon exchanges with their environment

These features make up our working model of organisations, both public and private. What we understand is that organisation is not only a structure but also a set of complex human collectivities to achieve the purpose or a goal.

According to Nicholas Henry most of the scholars who worked on the organisations have identified the above characteristics of the organisation and stressed upon different aspects or features. According to James D. Thomson the literature can be trisected into three major streams: the closed model, the open model and the newer tradition, which attempts to synthesise both the models. These three streams, which constitute the threads of organisation theory, are discussed in the succeeding units.

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## **2.4 FORMAL AND INFORMAL ORGANISATION**

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Before we proceed to discuss organisational theory we will try to distinguish between formal and informal organisation.

Mohit Bhattacharya distinguishes formal organisation from social organisation or informal organisation. According to him formal organisation is established for the explicit purpose of achieving certain goals, and possesses rules designed to anticipate and shape behaviour in the direction of these goals, and it has a formal status structure with clearly marked lines of communication and authority. He observes where social life is carried on without a framework of explicit goals or rules, which define a formal

status structure; it is usually thought more appropriate to use the term social organisation.

In the words of H.A. Simon, D.W. Smithburg and V.A. Thompson

Formal organisation is meant the pattern of behaviour and relationship that is deliberately and legitimately planned for the members of an organisation. Whereas informal organisation is meant the whole pattern of actual behaviour the way members of the organisation really do behave – insofar as this actual behaviour does not coincide with the formal plan.

According to Chester Barnard formal organisation is a system of consciously coordinated activities or forces of two or more persons and such organisation comes into the existence only when

- a) there are persons able to communicate each other;
- b) who are willing to contribute action; and
- c) to accomplish common purpose.

Thus, communication, willingness to serve and a common purpose are the three elements in a formal organisation.

Barnard observes that individuals in the organisation continuously interact based on their personal relationship rather than organisational purpose. Such interaction may be due to the gregarious instinct or fulfilment of some personal desire. Because of the continuous nature of such interaction, such relations become systematised and result in what are called informal organisations. He describes an informal organisation as the aggregate of personal contacts and interactions and the associated grouping of people. These organisations are indefinite, structureless and are a shapeless mass of varied densities.

### **The Characteristics of Formal Organisation**

- It has a clearly defined structure of activities which is predetermined by the top management.
- A formal organisation is relatively stable.
- A formal organisation grows and expands.

- The organisation structure is based on division of labour and specialisation.
- The structure is based on the jobs to be performed and not according to individuals who are to perform jobs.
- The organisation does not take into consideration emotional aspect. It is deliberately impersonal.
- The authority and responsibility relationships created by the organisation structure are to be honoured by everyone.
- Organisational charts are usually drawn. All the positions from General Manager down to lower levels appear on the formal chart of the organisation.

### **The Characteristics of Informal Organisation**

An informal organisation has its own characteristics.

Generally a society evolves its own unwritten laws, beliefs and controls regarding what is desirable behaviour and what is undesirable. This is what an informal organisation also does. People think and act alike in groups and this continuous cooperation gives rise to common values and common codes of behaviour.

It forces the members of the group to observe the common rules. It is a very effective organisation to impose penalties on or punish those who violate these rules.

The leadership in it is also informal.

There is stratification also within an informal organisation, which is based on several factors.

### **Functions of Informal Organisation**

The informal organisation performs the following functions:

- communication of unintelligible facts, opinions, suggestions and suspicions which cannot easily pass through normal channels;
- minimises excessive clicks of political influence;
- promotes self-discipline of the group; and

- makes possible the development of important personal influences in the organisation.

### **Relation between Formal and Informal Organisations**

Organisations consist of human beings and they are human organisations. Informal organisations have a serious impact on the members of the formal organisation, thereby bringing a continuous interaction between formal and informal organisation. According to Chester I. Barnard formal organisations create informal organisations as a means of communication and to protect the individuals from the domination of formal organisations. In turn, informal organisations tend to formalise several elements, thereby establishing a formal organisation within an informal organisation. The relation between the two according to Barnard's observation is that they are inter-dependent aspects of the same phenomenon – a society is structured by formal organisation, formal organisations are vitalised and conditioned by informal organisations. The bottomline is that there cannot be one without the other. If one organisation fails, the other will necessarily disintegrate.

L.D. White is of the opinion that the two that is informal and formal organisation may nearly coincide, or they may be far apart. Further he says informal organisation is more subtle, reflecting such matters as social and economic status outside the work relationship, race or language differences, education, and personal likes and dislikes. It has a powerful effect upon the formal organisation; and in cases of conflict may prove dominant.

What we understand from the observations of the two scholars above is that both formal and informal organisations are important, as both are interdependent.

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## **2.5 PRINCIPLE OF ORGANISATION**

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The dictionary meaning of the term principle is a standard or accepted guide to action. According to L.D. White it is a hypothesis or proposition, so adequately tested by observation or experiment that it may intelligently be put forward as a guide to action or as a means of understanding something. Henri Fayol defines principles as acknowledged truths regarded as processes on which one might rely. Many scholars who studied organisations to make them perform efficiently develop certain principles to govern the administration, whether public or private, either to control the work of the subordinates or to improve the structure of the organisation. Scholars like James. D. Mooney, Alan C. Reiley, Henri Fayol, Luther Gulick, Urwick and F.W. Taylor evolved principles of organisation as guidelines for planning an efficient

organisational structure. We will discuss the principles of organisation evolved by some scholars:

### **Henri Fayol**

He has derived a set of fourteen principles of organisation.

#### **Division of work**

The basic objective of this principle is to enable labour to produce more and better work with same effort.

#### **Authority and Responsibility**

The occupant of each position should be given enough authority to carry out all the responsibilities assigned to him i.e. responsibility is a corollary of authority; it is its natural consequence and essential counterpart; and whatsoever authority is exercised responsibility exists.

#### **Discipline**

Discipline or obedience, imply that members behave in accordance with the standing agreement between the organisation and its members.

#### **Unity of Command**

The subordinate employee should receive orders from only one superior officer.

#### **Unity of Direction**

One head for each employee and one plan for each activity.

#### **Subordination of individual interest to general interest**

The interest of individual or a group should not prevail over that of the total organisation. The interest of the organisation should be above the individual and group interest.

#### **Remuneration of Personnel**

The salary or remuneration paid for the services rendered by the employee should be fair, encouraging or it shall not be excessive payment or be beyond reasonable limits.

## **Centralisation**

It simply indicates that overall responsibility is concentrated in the top executive.

## **Scalar Chain (Hierarchy)**

It is the chain of authority running along the hierarchy from the top level right down to the bottom level.

## **Order (Placement)**

A place for everything in its place i.e. an employee occupies that job wherein he or she can render the most effective service.

## **Equity**

Organisation should encourage an atmosphere of equity based on friendliness and justice in employer-employee relations to enable the employees to fulfil their duties with devotion.

## **Stability of Tenure**

A reasonable time should be provided for continuous stay in a job at a given place to enable the employees to settle down in their jobs, to adjust to the requirements of the work.

## **Initiative**

The employees should be provided an opportunity to show their initiative with a view to improve their skills and sense of participation.

## **Esprit de corps**

This principle contributes to the need for teamwork and the maintenance of interpersonal relationships based on harmony and unity.

## **James D. Mooney and Alan C. Reiley**

They proposed four principles of organisation:

- Coordinating Principle

- Scalar Principle
- The Functional Principle
- Staff and Line

### **Luther Gulick and L. Urwick**

Urwick, traces a large proportion of friction and confusion in society, with its major consequences, to faulty arrangements in organisation. Having stressed the importance of the structure as a designing process Gulick and Urwick devote their attention to the discovery of principles based on which the structure may be designed.

Gulick contributed ten principles of organisation

- Division of work or specialisation;
- Bases of departmental organisation;
- Co-ordination through hierarchy;
- Deliberate co-ordination;
- Co-ordination through committees;
- Decentralisation;
- Unity of command;
- Staff and line;
- Delegation;
- Span of control.

### **L. Urwick**

He contributed eight principles of organisation

- The principle of objectives – organisation should be an expression of a purpose;
- The principle of correspondence – authority and responsibility must be co-equal;
- The principle of responsibility – the responsibility of the superiors for the work if the subordinates is absolute;
- The scalar principle;

- The principle of span of control – a superior cannot supervise directly the work of more than five or six subordinates whose work interlocks;
- The principle of specialisation – limiting one’s work to a single function;
- The principle of co-ordination; and
- The principle of definition – a clear prescription of every duty.

It is helpful at this stage to define or elaborate a few of the principles outlined by Gulick and Urwick.

- **Principle of Objective:** The organisation should be an expression of purpose;
- **Division of Work or Specialisation:** Gulick claims that work division is the foundation of organisation; indeed it is the reason for organisation. Without specialisation there would be little need for administrators. The objective of the division of work is to produce more and better work with the same effort.
- **Principle of Correspondence:** Authority and responsibility must be co-equal. According to Henry Fayol, responsibility is a corollary of authority, it is its natural consequence and essential counterpart, and whosoever authority exercises responsibility exists;
- **Scalar Principle:** According to Mooney, it is sometimes called hierarchical, but he prefers the use of Scalar. According to him scale means a series of steps, something graded. In organisation, it means the grading of duties, not according to different functions but according to degree of authority and corresponding responsibility. The term hierarchy refers to a graded organisation of several successive steps or levels, in which each of the lower level is immediately subordinate to the next higher one and through it to the other higher level and so on, right up to the top;
- **The Principle of Responsibility:** The responsibility of the superior for the work of the subordinate is absolute;
- **The Principle of Span of Control:** The Span of Control principle implies that superior cannot supervise directly the work of more than five or six subordinate whose work interlock;

- **The Principle Unity of Command:** It means each employee receives orders from one superior only. Orders from several superiors will result in confusion, inefficiency and irresponsibility;
- **The Principle of Coordination:** According to Mooney Coordination is the first principle of organisation. The term coordination means effecting cooperation and team work among the employees in an organisation. It is also integration of several parts into an orderly whole to achieve the purpose of the organisation.
- **The Line and Staff Principle:** The term Line refers to authority for execution, and the term Staff to advice and ideas.

## **H. Eric Frank**

He has identified eleven principles of organisation:

- The objectives of the enterprise and its component elements should be clearly defined and stated in writing. The organisation should be simple and flexible.
- The responsibilities assigned to a position should be confined, as far as possible, to the performance of a single leading function.
- Functions should be assigned to organisation units on the basis of homogeneity of objectives to achieve the most efficient and economic operation.
- There should be clear lines of authority running from the top to the bottom of the organisation, and accountability from the bottom to the top.
- The responsibility and authority of each position should be clearly defined in writing.
- Accountability should always be coupled with corresponding authority.
- Authority to take or initiate action should be delegated as close to the scene of action as possible.
- The number of levels of authority should be kept to the minimum.
- There is a limit to the number of positions that can be effectively supervised by a single individual.

- Everyone in the organisation should report to only one supervisor.
- The accountability of higher authority for the acts of its subordinates is absolute.

We have seen that most of the scholars of the earlier period have contributed principles for designing and structuring of an efficient organisation. But the major problem is neglect of the human element in the organisation. They have considered humans as insignificant in the administrative process. They have shown concern mostly for the formal organisation, to the total neglect of the informal organisational process. As a consequence, this gave rise to human relations and behavioural studies. These studies compensated the failure of the above scholars by viewing organisation essentially as a human association. We all know that human beings have to be constantly motivated to contribute their efforts toward the attainment of the set goals. It is not only the structure, which is important, but equally important is how to motivate the people within an organisation. So, any organisation should be based on principles relating to both physical and social aspects of the organisation.

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## **2.6 TYPOLOGIES OF ORGANISATION**

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Some scholars based on size, ownership, legal status and the area of operation have classified organisation. Another set of scholars has classified the organisation based on function or purpose, primary beneficiary, consumer and authority. Now we will be discussing about the classification based on the latter set of scholars.

### **2.6.1 Typologies by Goal or Function or Purpose**

Talcott Parsons has classified organisations into four types on the basis of their functions or goal served by the organisation.

The four types of organisations are:

#### **i) Production/Economic Organisation**

This types of organisations produce goods or make things which are consumed by the society.

#### **ii) Political Organisation**

This type of organisations are concerned with the attainment of political goals. They generate and allocate power within the society and also maintain peace and stability

in the society. Legislature and government departments are examples of such organisations.

**iii) Integrative Organisations**

These organisations try to settle conflicts, integrate and coordinate various segments of the society to work together and provide stability in the society. Judicial courts, police, and social agencies are examples of this type of organisation.

**iv) Pattern Maintenance Organisation**

These organisations are concerned with the societal continuity with a focus on long-term issues such as of society's values, patterns, knowledge, culture, etc. through the educational, cultural and religious institutions.

Katz and Kahn have also classified organisations into four types based on the functions or goals served by the organisation.

The four types of organisations are:

**i) Production or Economic Organisation**

These organisations are concerned with the manufacture of goods, provision of essential services to the people and also building up of infrastructure. Their focus is on creation of wealth.

**ii) Managerial or Political Organisation**

These organisations are concerned with adjudication; coordination and control of resources; people; and sub-systems

**iii) Adaptive Organisation**

These organisations provide opportunities for creation of knowledge, testing and development of theories and also provide information and solutions to the existing problems. Universities and research institutions are examples of these organisations.

**iv) Maintenance Organisation**

These organisations give space and scope and devote to the socialisation of people for their roles in other organisations and in the larger society. Schools, church, and health and welfare institutions are examples of this type of organisation.

## **2.6.2 Typologies on the Bases of the Consumer or Primary Beneficiary**

### **Blau and Scott**

They classified the organisation based on the primary recipient of the output or who benefits. The main basis for this classification is who the direct consumer of the output of the organisation is, or who the prime beneficiary is. Four types of organisation are derived on this basis:

#### **i) Mutual Benefit Association**

In this type of organisation the primary beneficiaries are the members themselves. Political parties, trade unions, professional associations and religious bodies are examples of these organisations.

#### **ii) Business Organisations or Business Concerns**

In this type of organisation the owners of properties are the prime beneficiaries of the organisation. They are mostly concerned about the return on investment in the organisation than with the nature of output of the organisation. The other main concern is that of operating efficiently to make the maximum profit at minimum cost. In order to survive they have to compete with other organisations.

#### **iii) Service Organisations**

In this type of organisation the clients who are served are the prime beneficiaries. Hospitals, educational institutions, social work agencies legal aid societies, etc. are examples of these organisations.

The clients who are supposed to be the primary beneficiaries do not have usually control over these organisations.

#### **iv) Commonwealth Organisations**

In this type of organisation the public at large is its primary beneficiary. Post office, police service, fire department, military service are examples of these types of organisations. They perform mostly protective services or serve as its administrative arm.

### **2.6.3 Typologies on the Basis of Compliance**

#### **A. Etzioni**

He differentiates organisation on the basis of compliance. Compliance involves one party telling or directing another party to do something. It refers to the manner in which the lower participants in an organisation respond to the authority system of the organisation. In this context, Etzioni identifies three types of power: coercive, utilitarian and normative. Coercive power is based on the application or the threat of physical sanction. Here compliance is alienated. Utilitarian power is based on control over material resources. Here compliance takes a calculative or utilitarian approach. Normative power based on the allocation of symbolic rewards. Here the compliance is moral. Almost all the organisations would follow the three types of authority, which combine three types of compliance.

### **2.6.4 Typologies on the Basis of Authority**

Max Weber identifies three types of organisation on the basis of exercise of authority. They are explained below:

#### **(i) Charismatic Authority**

In this type of organisation there will be a leader and set of disciples or followers. Because of charisma or an exceptional quality of the followers accept his authority or repose their faith in the person. In this type of organisation the administrative apparatus is very loose and unstable that is a built in instability.

#### **(ii) Traditional Authority**

In this type of organisation the followers or employees accept the authority of a person who occupies the traditionally sanctioned position of authority. The administrative apparatus in this kind of domination would consist of personal servants, relatives and feudal lords.

#### **(iii) Legal or Rational Authority**

In this type of organisation people or followers accept the authority of a leader, which is based on the belief in the rightness of law. It is legal because authority is exercised by means of a system of rules and procedures by reason of the office, which an individual holds. The administrative apparatus corresponding to this kind of authority is bureaucracy.

## **Bases of Organisation – Luther Gullick’s Four Ps**

Luther Gullick identifies four bases for organisation, which are popularly known as 4 Ps i.e., purpose (function), process, persons (clientele) and place.

### **Organisation Based on Purpose or Function**

In the first place the organisation may be organised on the basis of purpose or function or service to be performed. The examples are education, law and order, communication, and transport.

### **Organisation Based on Process**

We can have an organisation based on the process or skills or specialisation. The accounts department, public works and law are examples of this type of organisation.

### **Organisation on the Basis of Persons**

Organisations are formed on the basis of the persons served. Women and child welfare department, tribal welfare department, old persons and unemployed are examples of this type of organisation.

### **Organisation on the Basis of Place or Territory**

Organisations are created on the basis of place or territory or area to be served. The railway organisation spread across the nation to various zones based on territory is an example of this type of organisation. Countries and Districts are the best examples of organisation based on territory.

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## **2.7 CONCLUSION**

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An organisation is the planned coordination of the activities of a number of persons or employees for the accomplishment of some common explicit purpose or goal through division of labour and functions and through hierarchy of authority and responsibility. If two or three persons have to work to achieve a common goal, there arises the need for an organisation. Without having a cooperative and systematic relationship between them the results are likely to be disappointing. James D. Mooney rightly observes that an organisation is necessary whenever two or more people must combine their efforts towards the same end, even if the task is a short-lived one, such as moving a large stone. We are living in a world of organisations. For every aspect

we find one or other organisation to provide services. In this unit we try to make you familiarise with the how importance of organisation for administration and explain the meaning, importance, and the principles of organisation. The nature and characteristics of formal and informal organisations and the distinction between them are discussed. The bases on which the organisations are established are also presented.

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## 2.8 KEY CONCEPTS

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**Organisation Development:** An approach or strategy for increasing organisational effectiveness. As a process it has no value biases, but it is usually associated with the idea that effectiveness is found by integrating the individual's desire for growth with organisational goals.

**Organisational Culture:** Basic patterns of attitudes, beliefs, and values that underlie an organisation's operation.

**Learning Organisation:** Peter Senge's term for organisations in which new patterns of thinking are nurtured and people are continually learning together to improve both the organisation and their personal lives.

**Post bureaucratic Organisation:** Constantly changing temporary organisational systems; task forces composed of groups of relative strangers with diverse skills created in response to a special problem rather than to a continuing need.

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## 2.9 REFERENCES AND FURTHER READING

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## **2.10 ACTIVITIES**

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1. Can you identify some public administrative organisations that should not be considered “bureaucratic” from a Weberian perspective?
2. Choose any public administrative function with which you are familiar. How could it be organised to maximise efficiency, representativeness, and equity?

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## **UNIT-3: DEVELOPMENT AND GROWTH OF ADMINISTRATIVE THEORIES**

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### **Structure**

- 3.0 Learning Outcome
- 3.1 Introduction
- 3.2 Theory: Importance and characteristics
- 3.3 Public Administration theory: Need and importance
- 3.4 Administrative theory: Evolution and growth
- 3.5 Theory-building in Public Administration – An evaluation.
- 3.6 Conclusion
- 3.7 Key Concepts
- 3.8 References and Further Reading
- 3.9 Activities

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### **3.0 LEARNING OUTCOME**

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After studying this unit, you should be able to:

- Know the importance of a theory for the growth and development of a discipline.
- Explain need and importance of Public Administration theory.
- Explore evolution and growth of administrative theory.
- Evaluate theory building in Public Administration.

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### **3.1 INTRODUCTION**

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Public administration is an integral part of a society. Its importance is pivotal in both developed and developing countries. Public administration as a specialised academic field deals essentially with the machinery and procedures of government as these are used in the effective performance of government activities. According to Nichlos Henry, “Public administration purpose is to promote a superior understanding of government and it relationship with society it governs, as well as to encourage public policies more responsive to social needs and to institute managerial practices attended to effectiveness, efficiency and the deeper human requisites of the citizenry”. Public

administration is a part of the wider field of administration lends itself to two usages: it is an activity and it also refers to the discipline of intellectual inquiry and study. In simple, public administration is a combination of theory and practice. In this unit, an attempt is made to review the development and growth of administrative theories.

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### **3.2 THEORY: IMPORTANCE AND CHARACTERISTICS**

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The word 'theory' and its meaning is derived from Greek word "Qewpix" meaning theoria, that is looking at, viewing or contemplation. Theory is a body of related principles dealing systematically with a subject. Its task is to tie together significant knowledge to give it a framework. Theory is a concise presentation of facts and a logical set up of assumptions from which empirical laws or principles can be derived. It is a generalisation applicable within the stated boundaries that specifies the relationship between facts. Development of a theory should be in consonance with adoption of scientific approach to analyse and understand a particular phenomenon. The process of scientific theory construction and confirmation can be viewed as involving the following steps.

- a) The formulation of a problem or problems based on observation.
- b) The construction of the theory to provide answers to the problem or problems based on inductions from observations.
- c) The deduction of specific hypothesis from the theory.
- d) The recasting of hypothesis in terms of specific measures and the operations required testing the hypothesis.
- e) The devising of factual situations to test the theory.
- f) The actual testing in which confirmation does or does not occur.

A good theory should have the following characteristics:

- It should contribute to the goals of science. This mean that better theories are more comprehensive in that they reduce a large number of diverse observations to a much lesser number of underlying statements. The more the theory can explain, the more useful it is.
- It should be clearly delineate the domain of the discipline.

- It should direct research efforts to important matters.
- It should have potential for yielding not just a few isolated facts, but powerful explanation and prediction across the whole domain.
- It should be a testable reality;
- It should not only be confirmed by research derived from it but should also be logically consistent within itself and with other known facts; and
- The best theory is the one that is the simplest statement. But Miner adds that what was a good theory at one time many not are so good some years later.

Developing a theory is important more than one reason. It provides a perspective to the reality stimulates new visions from familiar scenes; and constitutes a base for further theorizing. Theory acts as a guide to action, to collect facts, to explore the new knowledge's and to explain the phenomena that are being examined. Theories help us to understand, predict, influence or manage the future. This being the importance of theory building, one becomes an inevitable part of the growth and development of any discipline. Public administration is no exception.

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### **3.3 PUBLIC ADMINISTRATION THEORY: NEED AND IMPORTANCE**

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Public administration is the action part of government for the fulfilment of the objectives of the political system. The machineries of government and their functioning have attracted the attention of scholars since the time of recorded history. Kautilya's "Arthashastra", Aristotle's "Politics" and Machiavelli's "The Prince" are important contributions to both political and administrative issues and ideas.

Administration as an activity and as an intellectual discipline attracted attention only since the later part of 19th century. The complex nature of the modern state resulted into enormous expansion of the functioning of government. Such expansion generated a compulsive need for an in depth study and comprehensive research into various facets of administration.

The functions of public administration called upon to perform everywhere have not only expanded in scale, range and nature, but also increasing in volume. Dynamic nature of society and complex nature of government activities, make it difficult for the public administrators to understand and realise their goals. There is a need for a broader understanding of the administrative phenomenon in its totality. One of the

reasons for the failure of the administrator to realise his goals is his inadequate understanding of the administrative theory.

Theory building in public administration is not an easy task, as there are various kinds of public organisations, administrative structures and processes. The nature of the state, social relations, political culture etc. heavily influences the working of all public organisations. Any public administration theory that does not take this into consideration and ignores these factors would analyse the administrative phenomenon only partially. In such a case scientific validity of such generalisations would be doubtful. Therefore, there is need for a broader and deeper understanding of administrative theory, which would help the administrator to fashion the administration as per societal requirements and enable him to manage the administrative system effectively and efficiently.

Administrative theory will help the administrator to conceive proper reasoning and sound arguments. It will add to the richness of his mind. It adds to his ability to comprehend the phenomenon and provides self-confidence. Administrative theory educates the administrators scientifically, as theory is the conceptualisation of experience.

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### **3.4 ADMINISTRATIVE THEORY – EVOLUTION AND GROWTH**

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Traditionally, administrative theorizing has been the work of practitioners and reformers particularly in the United States of America. In the part of the twentieth century American Universities began to take active interest to bring reforms in government. In 1914 the American Political Science Association published a report, which delineated the objectives of the teaching of political science. One of the objectives stated was to “prepare specialists for governmental positions”. Thus, public administration was recognised as an important sub-area of political science. The subject began to gain increasing recognition in the American Universities and its study was steadily spreading. In other words, public administration as a discipline was born in the United States, and that country continues to enrich it even today. The single most important source of literature in the field of public administration is USA. The discipline has learnt to reflect the American concerns, and in the process they tend to become universalised.

A systematic and scientific study of public organisation can be traced to the 19th and early part of the 20 centuries. A powerful movement at the empirical plane was the scientific management movement by F.W. Taylor. The movement had a resounding impact on the governmental reforms in the United States. Thus, the early American administrative thought developed at a time when the Industrial Revolution was

entering a state of maturity. Then, large-scale complex organisations were responding and adjusting to the demands for greater and better production in a rapidly moving competitive world. Concepts like economy and efficiency had become fairly prominent in administrative theory because of their eminent relevance to the process of capacity building of an administrative system. Limited resources and growing demand of public services led to pressure for more efficient and economical operations in the government. Much of the discussion in administrative theory during this period focused on the internal administrative environment of an organisation. It became the prime thrust of the classical school of thought. Taylor and Fayol were almost the first to formulate certain postulates, which were later synthesised as “Principles” that form the basis and substance of classical approach to the study of organisation. The aim of each principle is to raise the level of efficiency of the organisation. But from the public administration point of view several doubts arise pertaining to validity of these principles in political setting. The principles have situational relevance. Herbert Simon criticised these principles as proverbs. Despite such criticism, classical theory has its importance in the history of administrative thought.

In the study of administration themes, Max Weber conceptualisation of bureaucracy provides an influential conceptual framework in public administration. If Wilson is the pioneer of the discipline, Max Weber is its first theoretician who provided the discipline with a solid theoretical base. His “Ideal type of Bureaucracy” continues to remain fundamental in any conceptualisation of organisation. For Weber, bureaucracy was a control system based on rational rules, which regulated the organisation’s structure and process according to technical knowledge and maximum efficiency. At a time when Taylor and Fayol were pursuing an engineering approach to the analysis of administrative phenomena, Max Weber was engaged in the examination of the process of evolution of modern civilisations, with bureaucracies constituting an integral part of this evolutionary process. Weber’s bureaucratic model, which operated in the framework of an ideal typical legal-rational authority system was based on the accentuation of certain logically interrelated characteristics of an advanced administrative system. Even though Max Weber’s bureaucratic theory developed independently of the early American administrative thought, it shared many of the premises of management thought of structuralists such as Taylor and Fayol. Weber emphasised the importance of rationality in administration in order to facilitate the achievement of the implicit goal of efficiency in the solution of complex and specialised problems.

The major form of public administration in modern society is the bureaucratic organisation. Contemporary bureaucratic analysis focuses largely on the functional and dysfunctional aspects of bureaucratic administration, the cultural environment of

bureaucracy, bureaucratic power and the bureaucratisation of the administrative culture. Weber's bureaucratic model is the key conceptual construct in administrative analysis. It was one paradigm in public administration.

The classical theorists from Taylor to Weber laid emphasis on the physiological and mechanistic aspects of public organisations. The next historical stream of administrative thought is described as neo-classical or human relations approach to the study of administrative process. The Human Relations researches of the late 1920s and early 1930s paved the way for transformation of the study of organisations. The identified variables like informal organisation, leadership, morale and motivation, human groups and their dynamics had a noticeable impact on initiating a movement for humanising administrative analysis. Human Relations approach was considered pertinent and functional to facilitate maximum utilisation of human resources in organisations after the Second World War. Gradually the scope of the human relations approach has extended from the early studies of work norms and incentives to applied behavioural science. From the Hawthorn experiments of the 1920s onwards-chemical investigations into human behaviour in organisational settings opened up new vistas of administrative behaviour studies that led to substantial modifications in the concepts and methodologies of public administration. The works of Follett, Barnard and Simon resulted in a significant change in direction of administrative theory.

During the late 1930s and 1940s decisional analysis was introduced in administrative theory through the writings of Chester Bernard, Edwin.O. Stene and Herbert Simon. The behaviour school, which evolved first in Chicago University, entered the public administration domain through decisional analysis and the main credit for this goes to Herbert Simon. Attacking the traditional principles as unscientific "Proverbs", Simon claims that it is the decision-making that is the heart of administration. He further says that decision-making process alone can reflect the actual behaviour in an organisational setting. Stress on the behaviour of an individual in organisational setting is the crux of Herbert Simon's analysis of administrative behaviour.

R.K. Arora stated that, although the human relations researches were the first" behavioural researches in organisational analysis these could not get the credit for being so, primarily because their appearance was too early to be noticed by the acknowledged behaviouralists. Nevertheless, human relations approach was an authentic precursor to behaviouralism in administrative studies. Multidisciplinary nature of public administration strengthened the base of behavioural approach to the study of administrative systems. This approach continued to be the centre of many a profound debate in the discipline of public administration.

Since World War-II there has been a growing consciousness that the quality of administration is important to modern life and it must improve. Analysis of various studies has indicated that a high percentage of administrative failures have been due to administrative incompetence and inexperience. In its post Second World War phase of growth, the discipline of public administration continued to be influenced by various disciplines of social sciences. As a result, there was a discernible stress on conceptualisation in relation to various facets of administrative behaviour. The writing of Abraham Maslow, Douglas McGregor, Chris Argyris, Rensis Likert and Warren Bennis, among others had a perceptible impact on the researches and writings in public administration.

Another notable transformation in the field of public administration after Second World War came through the emergence of a host of developing nations in Asia and Africa. These phenomena led to a significant emphasis on the study of administrative systems in cross-national and cross-cultural analysis. The emergence of comparative administration and development administrative concepts as important facets of public administration focused on the centrality and complexity of achieving the externally induced progressive socio-economic goals by the administrative system.

The ecological approach to the study of administration originated in the wake of the emergence of the Third World and increasing realisation of irrelevance of most of the Western organisation theories to the study of administration. F.W. Riggs and the Comparative Administrative Group of the American Society of Public Administration pioneered a new administrative vocabulary to describe different societal typologies, administrative cultures and administrative systems. Among all the conceptual concepts thrown up by the comparative administration movement, F.W. Riggs's Prismatic-Sala model has been the most prominent.

In nineteen sixties, United States of America was experienced a series of crises. But the established institutions of government and knowledge of traditional public administration were failed to provide answers to the crises. The conventional or conservative public administration measures failed to resolve these crises and necessitated fresh insights and initiatives in public administration to tackle those problems. This recognition led to the initiation of a new movement in public administration during late 1960s and early 1970s and resulted "New Public Administration". The credit for this movement goes to Dwight Waldo, who organised a conference of young public administration scholars and practitioners at the Minnbrook Conference Centre. The conference highlighted in an effective manner the lacunae of traditional public administration. New public administration stressed upon the social relevance of knowledge. George Fredrickson called the new public administrationists as second-generation behaviouralists who held that bureaucracy

ought to be committed to progressive values and take active interest in the formulation and implementation of the programmes designed to actualise these values. New public administration movement has strengthened the policy science perspective and developed public policy approach in public administration. This movement pushed the discipline towards greater relevance and strengthened client-orientation in administration. This movement also supported democratic humanism in public organisation and produced greater awareness for internal democracy through real participation in public systems. The public policy approach has been a major breakthrough in the growth of public administration.

The Weberian paradigm has dominated the public administration discipline since its inception, despite a variety of criticism against it. A historical perspective would reveal that bureaucracies throughout the world have rarely responded effectively to environmental challenges on their own. They have lagged behind the times. In recent times, there have been some noteworthy contributions to both the theory of bureaucracy and the debate over bureaucracy-democracy relationship. The collapse of Soviet Union appears from causing a retreat of Marxism, led to a resurgence of the old and new alternative theories. One among them is post-modern or post-Weberian theory of public administration. The post-modern theory of public administration is located in the moral principles of democratic and equalitarian polity. It disputes the possibility of universal theory of public administration. Post-modern public administrationists reject the trilogy of Wilsonian political-administrative dichotomy, the scientific management paradigm of Taylor and ideal type bureaucracy of Weber.

Another conceptual construct in public administration is the public choice theory. The approach has been able to explode the myth of neutral and rationale bureaucracy. The bureaucrats have been regarded as utility maximisers and budget maximisers always exercising a rational choice while choosing among alternatives. Their rationality is determined by and limited to their knowledge of the situation. The explanations of public choice theory, its methodology, its ethical benchmark and its recommendations challenge and contradict the basic premises of classical as well neo-classical public administration.

The other post-Weberian development of great significance is the impact of critical theory on social sciences in general and public administration in particular. Jurgen Habermas is a major exponent of the stifling effect of techno administrative domination of the bureaucracy. Critical theory of public organisation would plead for debureaucratisation and democratisation of administration through free flow of communication and exposure of inherent contradictions in hierarchical relationship.

Discourse theory, propounded by Charles J. Fix and Hugh T. Miller is most radical of the post modernist public administration. Discourse theory while rejecting policy-administration dichotomy subscribes to the view that both policy and administration may better be graspable as public energy field. This field encompasses a variety of actors engaged in the policy process viz., organisation institutions, voluntary agencies, and the fourth estate and citizen groups. The discourse theory of public administration is a significant addition as well as a contribution to public administration theorization in general and post-modern public administration particular. All post-modern public administration theories give importance to people in the organisations than to the formal structure of organisations.

Management science has its penetrating effect on the intellectual development of public administration. The core public administration has always been its external political context as well as internal managerial dynamics. What is internal to a public administrative system is its process of management and what is external to it is its political environment in which it functions. It is universally acknowledged that most maxims, principles, guidelines and dictums of efficiency and effectiveness have emanated from the writings of management thinkers. In other words, scholars of management have offered remedies to bureaucratic ailments and the scholars of public administration have adopted them.

The scholars of public administration in 1980s highlighted the need for adopting in an effective manner sound management practices in government systems. New Public Management (NPM) is one such manifestation in public administration. New Public Management is a contemporary paradigm of public administration. This paradigm emerged on the heels of the movements of re-inventing government and good governance. American scholars, David Osborne and Ted Gabler popularised the concept of “Re-inventing Government” in 1992. The World Bank develops the concept of good governance. The former was designed to be universalistic in its relevance and application, while the latter has been considered more appropriate to the countries of the Third World having democratic form of government. The movement of reinventing government had a startling influence on the governance system throughout the world. New Public Management and good governance philosophical concepts have reoriented public administration toward the multiple actors in governance beyond the traditional organs of formal government. In this scenario public administrator’s new role is thus of facilitator and stimulator. Now administrative theory has to be a vital part of the state theory. The changing complexion of administration has to be contemplated in the context of the changing nature of state.

The above survey of administrative theories shows that the field of public administration is being continually transformed. Traditional public administration assumptions are frequently shattered by contemporary happenings. The subject matter of public administration is exploding in all directions. New types of public organisations are being created. New concepts, techniques and processes for improving the performance of public service delivery are being searched. The result is development of different paradigms in public administration.

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### **3.5 THEORY BUILDING IN PUBLIC ADMINISTRATION- AN EVALUATION**

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Theory building is a complex exercise in public administration due to its diversified nature. Administrative theory is based on conceptualisation of experience administrators or observation of the operational situations in administration. It may be derived or reinforced from the comparative studies or they may be ideas and opinions of intellectuals. The seminal contribution of academics and practitioners to the development of various facets of administration and dissemination of knowledge pertaining to it caused the germination of various theories. Theoretical and practical development in other social sciences do influence theoretical base of public administration and vice-versa due to integrated nature of the social science.

Public administrators have borrowed ideas, methods, techniques and approaches from other disciplines and have applied them with varying degrees of success to public administration. People trained in other disciplines have applied their ideas to the largest and most obvious organisations in society, namely the military, industrial, the public bureaucracy, social service agencies, and public sector which are conceptually, institutional and functionally within the discipline of public administration.

Public policy makers and administrative practitioners complain that they can find little theoretical guidance relevant to their current concerns. They claim that theorists have in mind some mythical world or they use such abstract and rarified language that they cannot be understood. In response, the theorists complain that the practitioners, steeped in pragmatism do not make the effort to understand or cannot be bothered with any theorists that do not rationalise what is currently happening in the practice of public administration. Stephen Bailey believes that, the objectives of public administration theory are to draw together the insights of the humanities and the validated propositions of the social and behavioural sciences and apply these insights and propositions to the task of improving the processes of government and aimed at achieving politically legitimated goals by constitutionally mandated means.

Caiden, Martin Landu and Lepawsky have critically commented on the state of public administration theory. Caiden pointed, “the abundant theories in public administration deal with things both bigger and smaller than public administration, but not with public administration itself. On the one hand, they deal with all administration, all organised cooperative effort, all social organisations, and all human behaviour of which public administration is part. On the other, they deal with unique practices, specific organisations, special administrative case studies and particular administrative sub-processes that constitute parts of public administration. Few of these theories deal with the nature of public administration itself”. As Martin Landau comments, “administrative theory is marked by a plethora of competing schools, a polyglot of languages, and as a result a confusion of logic. There is neither a common research tradition nor the necessary consensus for a common field of inquiry. Each of the competing schools questions the others, adventurism is rampant and commonly accepted standards of control do not exist. Consequently the whole field is confused. The core concepts need clarification”. Lepawsky openly stated that the theorists have not contributed much of their own. Too little relevant public administration theory exists.

The most important priority in theory building is to increase awareness generally of the philosophical issues behind problem solving in public administration. In Stephen Bailey’s words public administration theory must attempt to fashion descriptions of reality, postulates of betterment, sophisticated assumptions about the capacities of men and institutions, and workable tenets of instrumentation which can improve both the ends and means of democratic government.

New paradigms in public administration do not look at the discipline from a fresh perspective but merely rehash the old concepts. There is a marked continuity in the administrative approaches with the past. Each new development in the discipline, even while critiquing an older concept, simply builds on the same. Incrementalism is appears to be at the very basis of the growth of the discipline. Caiden stated that one of the most compelling reasons why public administration is denied the status of an academic discipline in the other seats of learning is that it has yet to develop a systematic body of theory.

Two major streams today influence the perspective of public administration:

- a) the general system seeking universal validity for theory, and
- b) efforts to evolve a theoretical model with a specific references to the Third World experience. The Third World experience should be the basis for developing a new perspective on the discipline of the public administration.

It is very difficult to evolve a general theory of public administration due to cross-cultural nature of the discipline. Public administration as discipline has to go beyond the forms and processes of administration and look for explanations in social structure, class hegemony, and the dominant forces shaping the character of the state. The goal of theory-building in public administration is need not be to develop a theory of administration but to formulate a series or a set of theories and paradigms which can contribute to better understanding of the complex administrative reality in a different settings – institutions, national, cultural and temporal.

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### 3.6 CONCLUSION

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Theory is a body of related principles dealing systematically with a subject. It is a concise presentation of facts and a logical set up of assumptions from which empirical laws or principles can be derived. Therefore, theory building becomes very important for the growth and development of any discipline, public administration is no exception. Administrative theory will help the administrator to conceive proper reasoning and sound arguments. It educates the administrators scientifically as theory is the conceptualisation of experience.

Public administration as a discipline was born in the United States and that country continues to enrich it even today. Theory building in public administration is a very complex exercise due to its diversified nature. A brief survey of development and growth of administrative theories brings forth the contributions of various schools of thought are analysed in this unit. The survey identified that too little relevant public administration theory exists. In other words, public administration is yet to develop a systematic body of knowledge.

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### 3.7 KEY CONCEPTS

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**Constituent Policy:** Policy designed to benefit the public generally or to serve the government.

**Environmental Sensitivity:** Tuned into agency and its environment; awareness of importance of non-technical factors.

**Political Economy Approach:** Focusing on politics and economies as categories for analysing organisational behaviour.

**Redistributive Policy:** Policy designed to take taxes from certain groups and give them to another group.

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### 3.8 REFERENCES AND FURTHER READING

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### **3.9 ACTIVITIES**

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1. Explain the importance of a theory for the growth and development of a discipline.
2. Discuss the theory building in Public Administration.