

Basics of Public Administration

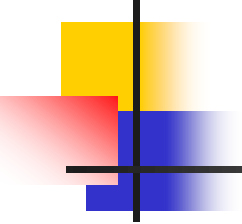
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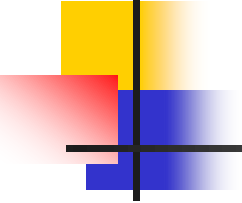
Structure

- What constitutes Public Administration?
- What are the basic concerns/essentials/goals of Public Administration?
- What are major paradigm shifts in the theory and practice of Public Administration?

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- What constitutes Public Administration?

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- Public Administration is broad-ranging and an amorphous combination of theory and practice.
 - Dwight Waldo - Public Administration analyst cautioned against the dangers of defining public administration - “the immediate effect of all one sentence or one paragraph definitions of public administration is mental paralysis rather than enlightenment and stimulation”.

Public Administration – As a Specialised academic field deals.....

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- Machinery and Procedures of government.
 - Instrument for realization of goals of government.
 - Operates within a specific political setting
 - Means by which policy decisions are carried out.
 - Action oriented linked with performance- aims at fulfilment of objectives and realization of goals set by political decision makers

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- What are the basic concerns and significance of Public Administration?



Basic Concerns of Public Administration

- Structures of public organisations
- Administrative processes
- Bureaucratic Behavior
- Organisation - environment interactions



Significance of Public Administration

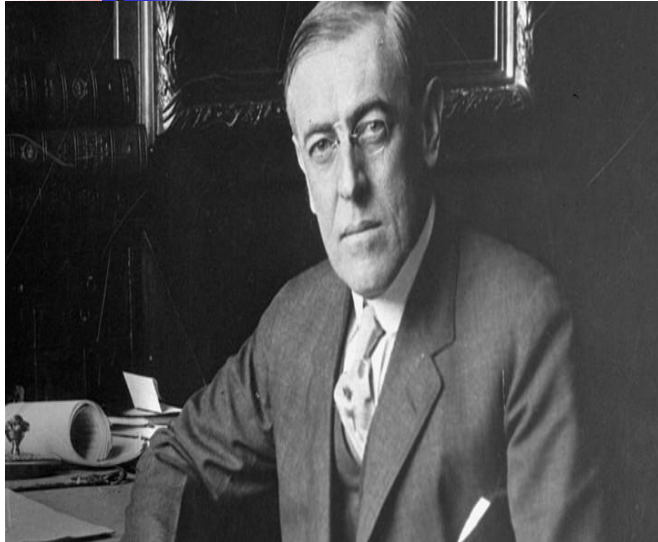
- Essentially link between Citizen and Government
- Meeting rising expectations of the people
- Facilitates socio - economic development
- Ecological in nature
- A great stabilizing force in society-provides continuity when governments change
- Striving for the welfare of the citizen - enhancing administrative capability and pursuing periodic Administrative Reforms



What are major shifts in the theory and practice of Public Administration?

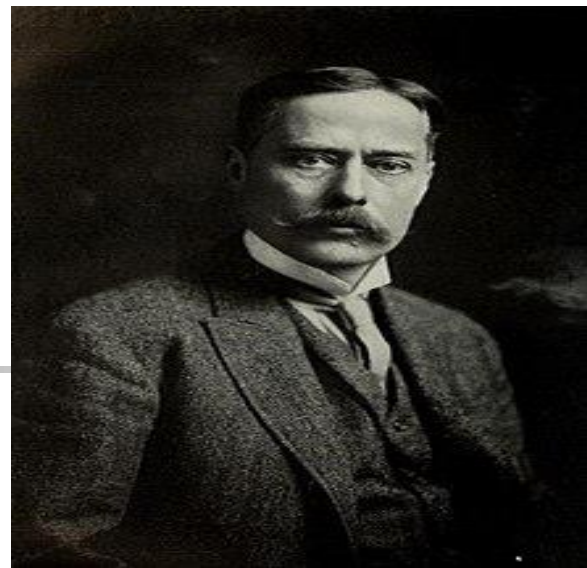
Paradigm 1

Politics - Administration Dichotomy

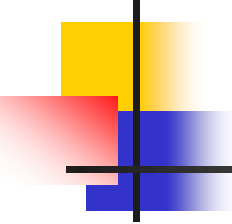


Woodrow Wilson's Essay (1887) –
'The Study of Administration'

“There should be science of administration which shall seek to straighten the paths of government, to make its business less business like, to strengthen and purify its organisation and to crown its duties with dutifulness”



- **Frank J. Goodnow** -elaborated this dichotomy in his book '*Politics and Administration*'
- He argued that politics has to do with the policies or expressions of the state will while administration has to do with the execution of these policies.
- The locus of public administration is identified in government's bureaucracy, while that of political activity is identified in the legislature.



Woodrow Wilson was aware of the fact that public administration was essentially political in nature

In 1891 Wilson – “Administration cannot be divorced from its connections from other branches of Public Law without being distorted and robbed of its true significance. Its foundations are those deep and permanent principles of politics”.

L. D. White (1926) – *‘Introduction to the Study of Public Administration’* – dealt comprehensively and systematically with public administration

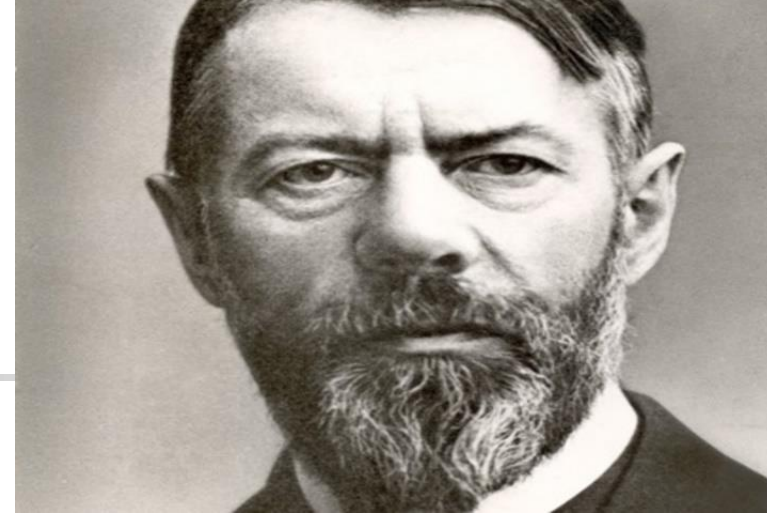


Paradigm 2 - Principles of Public Administration (1927 - 1937) – Emphasised the focus of Public administration over its locus

W. F. Willoughby – *‘Principles of Public Administration’*- title indicated the new thrust of discipline- public administrators would be effective if they learned and applied scientific principles of administration

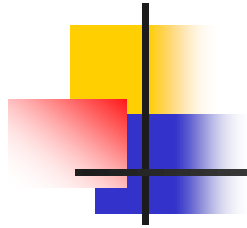
- Advocates of this approach believed in universality of administrative principles
- Value-free science of management can be evolved on the basis of such principles – focus was on efficiency
- F.W. Taylor & Henry Fayol - first to formulate certain postulates which were later synthesized as ‘principles of management’- aid to practitioners
- Luther Gullick – POSDCORB (Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting)

Max Weber's - Ideal type of Bureaucracy - continues to be the dominant paradigm



Weber - First theoretician who provided the discipline with solid theoretical base

- Structure oriented
- Hierarchy, division of work, specialisation
- Rigid, rule bound, impersonal
- Bureaucratic/Centralisation
- Public - Private distinction
- Rationality Maximisation
- Top down Approach




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- Public Administration towards the end of this phase got crystallised into – classical, or orthodox public administration.
 - The emphasis was on formal, physiological and mechanistic aspects of organisation




Paradigm 3: The Challenge to Mainstream Public Administration (1938 -1948)

- Behavioural approach - human behaviour is more important than the ideal structure of organisation or principles of administration.
- Neo classical or human relations theories(Elton Mayo) – human, interpersonal and informal organisation, leadership, morale and motivation are of crucial administrative consequence to the functioning of formal organisation

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- 1947 – Decision making in administrative theory-Herbert Simon-*Administrative Behaviour* - argued that decision-making as the central aspect of administration and dismissed principles as the proverbs of administration – situational relevance
 - Robert Dahl -*The Science of Administration: Three Problems* – PA cannot become a science - as values, normative considerations and differences in individual personalities find a place in administrative problems. Administrative functions within social frameworks vary from culture to culture
 - Waldo – *Administrative State* (1948) – reflected the same opinion

Paradigm 4: Identity Crisis (1948-1970)

New Dimension: Search for Values, Ethics and Public Purpose in Public Administration

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- Notable transformation in the field of Public Administration in Post Second World War - through emergence of a host of developing nations in Asia and Africa - emphasis on cross-national and cross cultural analysis.
 - Advent of Comparative Administration and Development Administration concepts - more humane and pro-active administration which is client-oriented and goal oriented.
 - Ecological Approach - F.W. Riggs - emphasizing the need to study politico-administrative institutions in their social settings – Administration does not function in isolation from its environment.

New Public Administration(NPA)

Minnowbrook Perspective I -1968



Under the leadership of Dwight Waldo - young scholars and practitioners met at Syracuse University (Minnowbrook Conference)

- Relevance – contemporary problems and issues.
- Values – value neutrality is impossible and the discipline should explicitly espouse the cause of disadvantaged sections in society.
- Equity – enhance life opportunities, fairness in administration.
- Change – pro-active to major social issues

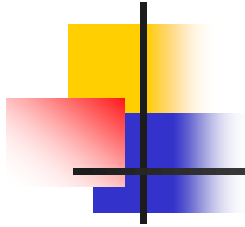
‘Towards a New Public Administration: The Minnowbrook Perspective’ – Frank Marini -1971- captured the essence of NPA



NPA in Perspective

“The new public administrator has to be - less ‘generic’ and more ‘public’, less ‘descriptive’ and more ‘prescriptive’, less ‘institution oriented’ and more ‘client impact’, less ‘neutral’ and more ‘normative’ but no less scientific”-**George Frederickson**





- Public Administration is value-laden and need to take into consideration normative concerns to ensure equity and desired social change.....



Quiz

(1) Who is the author of ‘The Study of Administration’?

- (a) Max Weber
- (b) Henry Fayol
- (c) F. W. Taylor
- (d) Woodrow Wilson



Cont....

(2) Who coined the acronym 'POSDCORB' ?

- (a) Willoughby
- (b) Luther Gullick
- (c) Frank J. Goodnow
- (d) Dwight Waldo



Cont....

(3) Who dismissed principles of administration as proverbs having situational relevance?

- (a) Robert Dahl
- (b) Herbert Simon
- (c) F. W. Riggs
- (d) Frank Marini

References

(1) Andrea Tomo, Advancing a Behavioral Approach for Studying Public Administration, *International Journal of Business and Management*; Vol. 13, No. 6; 2018

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THANK YOU