

1. Introduction

1.1 PUBLIC ADMINISTRATION DEFINED

Public Administration is a specialized academic field. It essentially deals with the machinery and procedures of government activities. Administration has been defined as a cooperative human effort towards achieving some common goals. Thus defined, administration can be found in various institutional setting such as a business firm, a hospital, a university, a government department and so on. As an aspect of this more generic concept, public Administration is that species of administration which operates within a specific political setting. It is a means by which the policy decisions made by the political decision makers are carried out. Public Administration is decision making planning the work to be done, formulating objectives and goals, working with the legislature and citizen organizations to gain public support and funds for government programmers, establishing and revising organization, directing and supervising employees, providing leadership, communicating and receiving communication, determining work methods and procedures, appraising performance, exercising controls and other functions performed by government executives and supervisors. It is the action part of the government, the means by which the purposes and goals of the government are realized.

Some well known definitions of public Administration are:

- “Public Administration is detailed and systematic execution of public law. Every particular application of law is an act of administration”- L.D White.
- Public Administration is “the art and science of management applied to the affairs of the State” – D. Waldo
- “By public Administration is meant in common usage the activities of the executive branches of the National, State and Local Governments”- H. Simon

The ‘Public’ aspect of public Administration gives the discipline a special character. It can be looked at formally to mean ‘government’. So, public Administration is government administration, the focus being specifically on public bureaucracy. This is the meaning commonly used in discussing public Administration. Public Administration, in a wider sense, has sought to expand its ambit by including any administration that has considerable impact on the public. From this standpoint, a private electricity undertaking like the Calcutta Electric Supply Corporation can be considered a fit subject of discussion under public Administration. It is, however, in the first sense that public Administration is usually considered.

The Scope

It is widely acknowledged that the scope of the discipline of public Administration has to be wide enough to respond to the complex social realities of today. Major concerns of the discipline are:

Promoting ‘publicness’: In a democratic society, public Administration has to be explicitly ‘public’ in terms of democratic values, power-sharing and openness. This calls for a new climate in the bureaucracy. Public Administration, in practice, has to absorb the principles of democracy as an overarching from of the government.

Policy Sensitivity: As government are called upon to play increasingly active roles in times of rapid changes and social crisis, innovative and timely policy formulation becomes a prime necessity in the government. This would necessitate a new preparedness within the administrative set-up that had hardly any precedence in the past.

Implementation Capability: Effective policy implementation is going to test the coping capacity of the government in today's complex situations. Goals have to be clearly set; planning, programming and projections have to be followed step by step; and project management in all its ramifications has to have top priority in government. The strength of administration and the legitimacy of the government itself would depend more and more on the administration's capacity to deliver the goods in time and in response to the demands of the citizens.

Shared understanding of social reality: The capacity to cope with social and administrative complexity can be enhanced by a deliberate policy of organizational openness. The underlying assumption here is the administration needs to understand the diverse interests and influences. In today's complex administrative world, construction of administrative reality has to be based on the shared understanding of its actors such as the men at the top, the middle managers, the employees and the citizens. The centralized, insular bureaucracy does not fit in with the contemporaneous socio-administrative reality.

Administration as a learning experience: Shifting social reality and complex environmental conditions impose certain rig ours on public Administration today. Rusted 'principles' of the past or the administrative recipes of bureaucratic routine are no longer appropriate tools for analysis and problem solving. Public Administration in modern times has to be proactive, innovative, risk-taking, and often adventurous. This new, entrepreneurial zeal is expected to transform 'bureaucracy' into a new kind of learning organization, more adaptable to changes, more open to new insights and innovations, and more accessible to the clientele.

These are the major concerns of government in all democracies countries. In the developing countries, these have added significance, as public Administration has a pivotal role to pay in the socio-economic reconstruction of post-colonial societies.

The discipline of public Administration cannot live in isolation. It has to develop in close association with the dynamic social changes. As a body of knowledge, it must develop explanatory strength to analyse socio-economic complexity and assist in the ushering in of a new society free of exploitation and human misery, poverty and deprivation of the past era.

1.2 CHARACTER OF THE DISCIPLINE

The discipline of public Administration has been evolving over the years under the impact of changing societal conditions. And new developments in the allied social sciences. The original disciplinary interest was to improve governmental performance. This led to its separation from its parent discipline of political science. In its enthusiasm to 'reform' government and make the administrative agencies more business – like and productive, public Administrative as a discipline has tilted markedly toward the "Management science". The accent is on administrative and managerial tools and principles such as budgeting. Management's techniques. Applications of operation research methods, computer technology, etc. Such heavy management orientation has tended to rob the discipline of its social science character. It has necessarily parted company with political science and almost merged itself into management education. The discipline has gradually come to assume a vocational character, the objective

being to produce public managers much in the same fashion as the management's institutes produce a cadre of managers for the business world.

This shift of disciplinary focus has been questioned by many. While acknowledging the importance of borrowing knowledge from allied disciplines, it has been argued that public Administration is essentially concerned with nation-building, social regulation and public service activities. Management science orientation and application of management techniques to public Administration need not be a blind emulation of private management practices. The evaluation techniques of non-profit public organizations have to be significantly different, and the basic orientation and sensitivity of public organizations to public interest brings in certain necessary constraints in governmental decision-making and bureaucratic behaviour. Functioning under the compulsions of public law and under the glare of open public and legislative criticism, the bureaucracy has willy-nilly to follow certain administrative norms that have hardly any parallel in private management. Certain sensitivity to politics and a readiness to appreciate the citizens' demands and multiple interests of the clientele are desirable qualities in a bureaucrat. The private manager, by contrast, may afford to be inward-looking and secretive, but not the public servant.

1.3 DISTINCTION BETWEEN PUBLIC AND BUSINESS ADMINISTRATION

As earlier observed, the 'management' euphoria at one stage led to a blurring of distinction between public and private administration.

The distinction between the public and the private sector is however, greatly influenced by the political philosophy of each nation. In the USA, for instance, the private sector plays a very important role in the American economy and society. The public sector is in many ways dependent on the private sector for the supply of goods and services. Hence, the tendency in that country is toward a blurring of lines rather than a distinct bifurcation of responsibilities. In India, by contrast, the public sector is slowly emerging as the dominant sector in the context of mixed economy. The steady expansion of the public sector in India. If it continues unabated, is expected to draw a sharper distinction between the public and private management.

Considerations of general welfare should be the common concern of both public and business administration. Private management can ignore the larger public interest only at its peril. At the other end public Administration can hardly ignore the needs of efficient management. Yet, the two types are basically different, as discussed below:

- i) The major purpose of public Administration is to serve the public: hence general welfare and, in specific cases, public satisfactions are the ends that public Administration must serve. By contrast, business administration is basically oriented toward earning profit for the business proprietors. Inability to earn profit will soon drive a private enterprise out of business.
- ii) Public administration has to operate strictly according to law, rules and a regulation. Adherence to law brings in a degree of rigidity of operation in the public sector. There is always the fear of audit or accountability that acts as a constraint on performance. On the contrary business administration is relatively free from such constraints of law and regulations. There are of course general laws regulating business, but individual business firms have considerable flexibility to adapt their operations to changing situations. This is

- possible because of their relative freedom from specific laws and rules that abound in public Administration.
- iii) The actions of public Administration are much more exposed to the public gaze. An achievement rarely gets publicity, but a little fault hits the newspaper headline organizations like the police have to be on their toes to make sure that their operations do not incur the public wrath. This wide publicity is not to be found in business administration. Nor is it so very closely watched by the public and the media.
 - iv) In Public Administration, any show of discrimination or partiality will evoke public censure or legislative commotion. Hence, the administrators are to be very consistent and impartial in their dealings with the public. In business administration, discrimination is freely practiced due to competitive demands. In the choice of products and in fixing prices, business administration overtly practices discrimination which is almost a part of business culture.
 - v) Public Administration, especially at higher levels of government, is exceedingly complex. There are many pulls and pressures, many minds have to meet and discuss, consultations go on in several rounds of meetings before decisions are taken. Activities in one department have ramifications that spread over several other departments. By contrast, business administration is, generally speaking, much more well-knit and single minded in operation. There is much less complexity in organization and operations. The pressures are certainly almost non-existent.
 - vi) Public Administration as organization is thus much more complex compared to business or private organization. Any unit of government administration is tied up with a network of allied public organizations and has to work in close interaction with them. A private organization by contrast, has more compactness, insularity and autonomy of action.
 - vii) Public Administration has overarching responsibilities in terms of nation-building, and shaping the future society. It is therefore, much more value oriented. Business organizations have to follow the guidelines laid down by the public authorities.

1.4 EVOLUTION AND STATUS OF THE DISCIPLINE

Evolution: Public administration as a practice is as old as civilization itself. Thus, Public administration existed long before the term was coined. As early as 5000 BC, Sumerian priests practiced it, the functions including 'equipping and feeding a standing army, administering temples and storehouses, collecting and accounting for taxes, recording financial transactions, administering courts of justice, assuring the integrity of public officials Egyptians, who followed Sumerians, demonstrated their administrative skills in the construction of pyramids, the wonder of the world. Written in the fourth century before the birth of Christ, Kautilya's Arthashastra is the oldest text on Public administration. The Mahabharata, the Ramayana and the maxims and teachings of Confucius in the realm of oriental Thought, Aristotle's politics and Machiavelli's The Prince are all important contributions to administrative thought and practice.

Writing during 1500 – 1700s, the Cameralists in Europe were perhaps the first to have begun a systematic study of public administration. The Cameralists were the German and Austrian professors and administrators who undertook organized research on topics relating to

the civil service, the orientation being pragmatic—to prepare potential candidates for government service.

In early 19th century, France emerged as a leading country in recognizing the importance of public administration. As early as, in 1812; Charles Jean Bonnin published his principle 'Administration publique (Principles of public Administration)'. He also drafted an administrative code for public officials following the administrative revolution which betook France in the early 1800s under Napoleon. The systematic study of public administration reached its zenith in the year 1859 when Viven published his two-volume 'Administrative Studies'.

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

The history of public administration can be broadly divided into the following five periods:

Period I (1887-1926): Public administration as a discipline was born in the United State. Woodrow Wilson is regarded as the father of the discipline of public administration. In his article, the study of Administration, published in 1887, Wilson emphasized the need for a separate study of public administration making the distinction between politics and administration. Frank Goodnow's politics and Administration sought to conceptually distinguish the two functions. According to him. "Politics has to do with politics or expressions of the state will" while "administration has to do with the execution of these politics". The institutional locations of these two functions were differentiated. The location of politics was identified as the legislature, whereas the location of administration was identified as bureaucracy. In 1926, L.D. White's introduction to the study of public administration appeared as the first text book on the subject. This book faithfully reflects the dominant theme of the contemporary period; its premises are that politics and administration are to be kept separate; and efficiency and economy are the watchwords of public administration. The first stage can be called the era of politics – administration dichotomy.

Period II (1927-1937): It is marked by the tendency to reinforce the idea of politics-administration dichotomy and to evolve a value-free 'Science of Management'. The focus was almost wholly on efficiency. This stage can be called the stage of orthodoxy, as efforts were underway to delineate firmly the boundaries of a new discipline of 'management'. Scientific management to efficiently handle the 'Business' of administration became the slogan. Principles of management were worked out as ready – made aids to practitioners.

This stage saw the publication of a number of works:

- a) W.F. Willoughby principles of public Administration
- b) Mary Parker Follet's creative Experience
- c) Henri Fayol's Industrial and General Management
- d) Mooney and Reiley's principles of organization
- e) Luther H. Gulick and Lyndall Urwick's Papers on the Science of Administration

Gulick and Urwick coined the acronym POSDCORB to promote seven principles of administration, According to them, administration was science. The most notable contribution came from the famous Hawthorne experiments in the late 1920s carried out by a group of scholars at the Hawthorne plant of the Western Electric company. The experiments, focused upon work groups, shook the foundation of the scientific management school by demonstrating

the powerful influence of social and psychological factors on the work situation. In short, it brought out the limitations of the machine concept of organization in ‘Scientific Management’ thought

Period III (1938-1947): The advocates of principles of administration were challenged. Chester Barnard’s *The Functions of the Executive* was published in 1938 and this book argued against the stand taken by Willoughby, Gulick, Urwick and others. In 1946, Herbert Simon in his article *The Proverbs of Administration* stressed that there is no such thing as principles of administration what are paraded as ‘principles’ are in truth no better than proverbs. Robert Dahl’s essay entitled *The Science of public Administration: There problems* published in 1947 identified three important problems in the evolution of a science of public administration.

- i) The first problem arises from the frequent impossibility of excluding normative considerations from the problems of Public administration .Scientific means to achieve efficiency must be founded on some clarification of ends.
- ii) The second problem arises from the “inescapable fact that a science of public administration must be a study of certain aspects of human behaviour”. Dahl criticized the ‘machine’ concept of organization and argued that the study of administration must embrace the whole psychological man.
- iii) The third problem relates to the conception of principles of administration. According to Dahl, “The study of public administration inevitably must become a much more broadly based discipline, resting not on a narrowly defined knowledge of techniques and processes, but rather extending to the varying historical , sociological, economic and other conditioning factors ”.

Due to above criticisms, the morale of the discipline was low

Period IV (1948 - 1970): This period has been one of crisis for public administration; it was facing a crisis of identity. This period witnessed the spectacle of political science, not only not letting public administration separate itself from it, but also not fostering and encouraging its own field. Public administration was in search of an alternative and the alternative was available in the form of administrative science. The protagonists of this view held that administration is administration regardless of its setting.

Some of the important publications of this period are:

- a) The journal of Administrative Science Quarterly was founded in 1956
- b) James G. March and Simon’s *Organizations* (1958)
- c) Cyert and March’s *A Behavioural Theory of the firm* (1963)
- d) March’s *Handbook of Organizations* (1967)

Period V (1971-continuing): Public administration coincides with a general concern in the social sciences for public analysis. As Government seeks to formulate and implement more and more welfare programmers, concern for policy studies in public administration gather momentum. It is focusing its attention more and more on the dynamics of administration. As James Fesler comments, Public administration is policy execution and policy formulation, Public administration is bureaucracy and public administration is public.

In India, teaching in public administration may be said to have begun very humbly in the form of a paper on local government, or local – self government as then called. The first wave of teachers of public administration were thus teachers of Political science with a paper on local self-government

The Lucknow University became the first one in India to have included public administration as a paper in M.A. Political science in the thirties. A remarkable feature of the Lucknow University syllabus was that this paper was made compulsory.

The need of intensive study of the problems of administrative reforms and for specialization and research was stressed both by the Gorwala Report of 1951 and the Appleby Report of 1953. Hence , in 1954 , the Indian Institute of public Administration was established by the government of India in pursuance of the recommendation of Paul H. Appleby the well-known American expert in Public administration , whose service were made available to India by Ford Foundation. Funds were provided by the United States and its faculty was sent to that country for professional training.

1.5 Status

As a discipline, public administration is still in the process of establishing its identity. As administrative practices are constantly changing. Public administration has to shed its formalistic efficiency orientation of the past. Norms of democracy and welfare concept are entering the ambit of public organization, and concern for distributive justice is assuming critical position in the administrative agenda of a number of governments. The Third world countries are trying their level best to carry out reforms in their day – to – day administrative systems. The United Nation and the developed countries are providing assistance to Third World and developing countries to get the target. Many developing countries have established their separate civil service development to give professional orientation to personnel matters. The focus of public administration is now on human resource development and managements and the uplift of deprived and exploited groups. Like other developing and underdeveloped counties , India is looking for rapid social, political, economic and technological changes relate to globalization, liberalization, human rights, empowerment of the depressed classes of people, participation in government, management of human resource development, provision of infrastructure and the rapid technological changes. All these changes call for a reorientation in the study and practice of public administration.

1.6 COMPARATIVE PUBLIC ADMINISTRATION

In 1887, Woodrow Wilson in his famous article The Study of Administration emphasized the need for comparative studies of administration. In 1947, Robert Dahl in his essay The Science of public Administration: Three problems called for more research on Comparative public Administration.

The first conference on comparative public Administration (CPA) was held in 195, at Princeton University, U.S.A. Since then many conferences have been held on Comparative public Administration, especially those sponsored by the Comparative Administration Group (CAG) of the American Society for public Administration. A great deal of research has also been conducted in CPA after the Second World War.

Meaning: According to Comparative Administration Group (CAG) “Comparative Public Administration is the theory of public administration as applied to diverse cultural and natural settings and a body of factual data by which it can be expanded and tested. Robert Jackson defined it as “That facet of the study of public administration which is concerned with making rigorous cross-cultural comparison of the structures and progress involved in the activity of administering of public affairs”.

Scope: Woodrow Wilson in his essay ‘Study of Administration’ expressed the view that comparative studies were necessary.

- To see whether administrative processes in the us were relevant or applicable to other countries.
- To see whether any administrative institution or practices can be transplanted from other countries to the U.S administration.

Other scholars, like Nimrod Raphaeli, Robert Dahl and Tickner included the theoretical aspects also in the scope of Comparative Public Administration. They felt that comparison is a pre-requisite for the development of science of public administration. Only on the basis of cross-cultural studies in the field of public administration in different ecological settings, it may be possible to bring out general principles of administration.

Importance:

- 1) Generalizations relating to administrative structures and behaviour emerging out of comparative studies in different nations and cultures can help in formulating theoretical constructs which can provide a scientific basis to the study of public administration.
- 2) The study of Comparative Public Administration contributes to a greater understanding of individual characteristics of administrative system functioning in different nations and cultures.
- 3) Comparative studies also help in explaining factors responsible for cross-national and cultural similarities as well as difference in the administrative systems.
- 4) Administrators, policy-makers and academicians can examine causes for the success or failure of particular administrative structures and patterns in different environmental setting.
- 5) We learn about the administrative practices followed in various nations. We can endeavour to adopt those practices which can fit in our own nations and systems.
- 6) Its importance also lies in its academic utility in term of scientific and systematic study of public administration.
- 7) It helps in improving the knowledge about other administrative systems so that appropriate administrative reforms and changes can be brought about in different nations.

Approaches, Models and Theories: There are a number of approaches, models and theories presently characterizing the subject area of Comparatives Public Administration. Particularly after World War II, a number of approaches have emerged in comparative administrative analysis. Much of this effort is based on an adaptation of the developments in comparative anthropology, comparative sociology and comparative politics.

Following are the main approaches to the study of Comparative Public Administration:

The Bureaucratic System Approaches: Max Weber's 'ideal type' construct of bureaucracy, depicting the structures of administrative staff in a 'legal-rational' authority system, has been the single most dominant conceptual framework in the study of comparative administration. Weber's model focuses on the structural characteristics of bureaucracy such as hierarchy, specialization, rationalized job structure, and the selection of personnel on the basis of merit and promotion by seniority-cum-merit. Its other feature includes career development, training, discipline, separation between personal and official means, etc. The emphasis in the model is on rationality and efficiency.

The weberian construct has served a great heuristic purpose in furthering research in the field of Comparative Public Administration. Among scholars who have contributed to the studies of comparative bureaucratic systems are Morroe Berger (on Egypt), Alfred Diamant, Ferrel Heady, Robert Prestuus, Micheal Crozier (on France), and Roy Laird (on the Soviet Union). The emphasis in most of the writings on comparative bureaucracy appears to be on the interaction between the administrative sub-system and the political system in which it exists.

Criticism:

- i) It ignores the informal, irrational, affective and dysfunctional aspects of the bureaucratic behaviour.
- ii) The model becomes less systematic in structure as it under-emphasises the variables mentioned in (i).
- iii) The model applies more to the Western type 'legal-rational' Public bureaucracies and less to the administrative systems working in the traditional and prismatic environments.
- iv) It seems to be most efficient in the analysis of uniform events and 'settled' bureaucracies and less useful for studying bureaucracies in a changing social order.
- v) The methodological limitation of an ideal-type model and specific context of a legal-rational authority system pose constraints in the application of Weber's model to the comparative study of bureaucracies.

Nevertheless, for an analysis of the bureaucracies, of the developed countries the model is still considered eminently useful. Dwight Waldo views Weber's bureaucratic model as a 'paradigm' of Public administration.

The Behavioural Approach: This approach emphasizes 'facts', rigorous scientific methods of data collection and analysis, quantification, experimentation, testing, verification and an interdisciplinary orientation. It focuses on the analysis of human behaviour in administrative setting.

The General System Approach: It views an administrative system as a sub-system of the society. It looks at various parts of an administrative system (formal organization, informal organization, roles, individuals) and examines the interlink ages among various parts. It also analyses the dynamic interactions between the administrative system and its external environment.

According to Talcott parsons, "System is the concept that refers both to a complex of interdependencies between parts, components, and processes, that involves discernible regularities of relationship, and to a similar type of interdependency between such a complex and its surrounding environment".

The Ecological Approach: In 1957 Fred Riggs, the foremost system theorist in Comparative public administration influenced by Talcott Parsons, Marion Levy, F.X. Sutton, and others introduced an important theoretical construct in comparative public administration in the form of ‘agraria-transitia-industria’ typology. ‘Agraria’ represented a pure traditional society; ‘industrial’ represented a pure modern industrial society, and ‘transitia’ symbolized a transitional society moving from the stage of agrarian to that of industrial.

The agrarian-industrial typology was intended to provide a ‘universal framework’ for studying the impact of the political, economic, social and cultural system on the structure and behaviour of administrative system as well as the influence of the administrative system on these environments structures.

Riggs’ typology of ‘agraria-transitia-industria’ system was later superseded by the typology of ‘fused-prismatic-diffracted’ societies. For more than thirty years now, Riggs’ model of prismatic society and its administrative system known as ‘sales’ has ruled the contemporary model building scene in Comparative public administration.

The Structural-Functional Approach: The approach has been drawn mainly from anthropology and sociology. A structure, according to this approach, is a pattern of behaviour that has become a standard feature of a social system and a function denotes the impact of a structure on another structure and the inter-relationships among various structures.

Decision-making Approach: In public administrative studies, several scholars, including Herbert Simon, James. March William Gore, and Charles Lindblom, has been interested in decisional analysis. The decision-making studies by these scholars have focused on the intra-system behaviour of administrative organizations. However, in the comparative study of public administration, the only noticeable effort has been that of Martin Landau.

Landau stressed the need to enhance the decision-making capacities of the administrative systems of developing nations. This is possible by closer scrutiny of available alternatives and continual observation of consequences, ‘Muddling through’ should not be the prime philosophy of decision-making in developing countries, through it cannot be avoided totally.

Using the social-anthropological concepts of ‘folk’ and ‘Urban’ societies, Landau has asserted that at the folk end, decisions are virtually value judgments and at the urban end, the most authoritative decision is a technical judgments. In the words of Landau, in folk societies, ‘facts’ tend towards zero and decisions are essentially a matter of values. The concepts of ‘folk’ and ‘Urban’ societies are ideal-types. Thus, Lansau recognized that no real society would meet the qualification of folk societies. There is, however, a possibility that some primitive societies could be plotted very close to the polar point. In this analysis, Landau has implied that in the ongoing process of development. It is essential that decisions should be increasingly based on ‘technical’ or ‘fact’ premises.

The phenomenological Approach: In this approach a ‘fact’ is viewed as a perception and not an objective ‘reality’. Phenomenology makes ‘values’ determine ‘facts’.

Besides the above, there are a number of other less known approaches to comparative administrative analysis, like ‘information -energy’ model of John Dorsey.

Developmental Model of Comparative Public Administration: Edward Weidner is its foremost proponent. According to Weidner, the concept of development administration “refers to the process of guiding an organization toward the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or another”.

1.7 DEVELOPMENT ADMINISTRATION

The term 'development administration' was first coined by an Indian scholar Goswami in 1955. The concept of development administration was introduced by Edward Weidner and later popularized by scholars like Fred W. Riggs, Joseph La Palombara Albert Waterson and others. Now, the developments administration is widely acknowledged as public administration with its focus on government –influenced changes towards the attainment of progressive social, economic and political objectives.

Edward Weidner defined development administration as an 'action-oriented, goal oriented administrative system'. The crux of development administration is societal; changes. Lucian Pye. F. W. Riggs supported the broader sense of development administration stressed by Weidner. This broader school included the entire process of nation-building, particularly in the developing States. According to F.W Riggs, development administration refers both to administrative problems and governmental reforms. He also says administration cannot normally be improved very much without changes in the environmental constraints (the infrastructure) that hamper its effectiveness, and the environment itself can not be changed unless the administration of development programmers is strengthened. Another school, which defines development administration in a narrow sense, is represented by Montgomery and Fainsod.

The main thrust of development administration is to provide an action-oriented, goal oriented administrative system. Modernizations, socio-economic development and institution building were regarded as essentials of development administration. Today development administration is concerned with the formulation, and implementation of the four P's plan, politics, programs and projects. Development administration, therefore, is concerned primarily with the tasks and processes of formulating and implementing the four P's in respect to whatever mixture of goals and objectives may be politically determined. In developing countries, developments administration is mainly concerned with political and economic aspects of development.

The concept of development has two important dimensions. First it is concerned with the process through which a public administration system directs socio-economic and political change in the society; second, it studies the dynamics of change within the administrative system, i.e. the way it enhances its capabilities to withstand change coming from the environment, and to direct desired change. The first phase refers to the administration of development, while the second is related to the process of administration development.

1.8 PUBLIC AND PRIVATE ADMINISTRATION

There are two different views on the question of relationship between public and private administration Lyndall Urwick, Many parkers Follet and Henri Fayol hold the view that all administration is one and exhibits the same fundamental characteristics whether it is found in public organization or in private ones, Henri Fayol very rightly remarked that "all under taking require planning organization , command , coordination and control , and in order to function properly , all must observe the same general principles . We are no longer confronted with several administration sciences but with one which can be applied equally well to public and to private affairs ”.

This view is based on the fact that there are in daily observation close similarities between public administrations

Similarities: The similarities between public and private administration are as follows:

- Many of the managerial techniques, methods and work procedures are common to both. In activities like accounting, statistics, office managements and procedures, and stocktaking both exhibit the same uniformity.
- Some of the practices, in vogue, in private administration have been influencing public administration, and are even assimilated by the latter. The emergence of public corporation “a half way house between its commercial prototype and the traditional governmental department” is a pointer to this trend.
- The aim of both is maximum contact with the public.
- Both can improve only when improvements are aimed at and shortcomings are eliminated through search and investigation.
- In both many of the skills required is the same, e.g. Clerical, accounting, statistical and managerial.
- The responsibility of the public official is, in a sense, the same as that of an official in a private enterprise, in as much as each aims at achieving results in his assigned field of work by getting things done through the efforts of other people and with material resources available.

In fact, in many countries, including India, there is a growing interaction between the public and private sectors. In India, candidates from private establishment have often been recruited to senior administrative positions in the government. To assist such personnel there is also the Administrative Staff College at Hyderabad (Andhra Pradesh) which imparts training to personnel drawn from industry, commerce and government.

Differences: Similarities between the two do exist and this will induce induction of private management in government in the future. But public administration has its own unique features. These unique feature are many and of basic nature. In the words of Paul H. Appleby. “Government administration differs from all other administrative works to a degree not even faintly realized outside, by virtue of its public nature, the way in which it is subject to public scrutiny and outcry. An administrator coming into government is struck at once and continually thereafter, by the press and public interest in every detail of his life, personality and conduct. This interest often runs to details of administrative action that in private business would never be of concern other than inside the organization.”

According to Paul H. Appleby, three aspects differentiate government from private administration.

These are:

- a) Breadth of scope, impact and consideration;
- b) Public accountability; and
- c) Political character.

Josiah Stamp distinguishes public administration from administration on the basis of four principles, these are:

- a) Uniformity
- b) External financial control
- c) Ministerial responsibility

d) Marginal return

To explain in more detail, the following are the basic difference between public and private administration.

- i) **Environment:** The foremost feature which distinguishes public administration from private administration lies in the environment within which the former necessarily functions. Public administration inevitably operates within political environment. It is the political context of public administration which makes it necessary for it to lie down and adhere to elaborate rules and regulation and comply with time-consuming procedures. Private administration decided the course of action on the basis of cost-benefits analysis – at least, this is the belief-but in public administration the ultimate test is political. This is how the Government remains close to the people and citizens get maximum satisfaction.
- ii) **Nature of functions:** However, big and diversified, no private organization can match public administration in the range, Variety and scale of function. The Government of India, according to the Allocation of business Rules published in 1986, carries out no less than 2000 activities. No private sector organization can boast of managing such a vast range of function. The task undertaken by public administration is also very complex in nature. Take the case of rural development in India. Rural development programmer being taken up by the government entail so many variables; and no private sector organization may even nearly match them in terms of their complexity. According to Felix. A. Negro, its real core is “the basic service which is performed for the public, such as, police and fire protection, public works, education, recreation, sanitation, social security, agricultural research, national defenses, and other. It is for this very reason that the field of public administration is so board, because each of these services arises out of different needs which press themselves upon individuals in modern society. ”
- iii) **Accountability:** There is conspicuous emphasis on accountability in public administration than in private administration. This feature, indeed, follows from the political environments subject to public control and scrutiny. Such awareness makes it necessary for the government to keep elaborate records of all its decision-making. As the government has necessarily to justify its action before parliamentary committees and other bodies which may be set up to scrutinize public action this induces a certain behavioral pattern among public personnel a tendency, for instance, to become more procedure-minded rather than more goal-oriented . In the words of Appleby, ” Government administration differs from all other administrative work by virtue of its public nature, the way in which it is subject to public scrutiny and outcry.” But private administration does not have any such responsibility towards the public.
- iv) **Efficiency:** Public administration is less efficient than private administration. In the case of private administration, the criterion of efficiency is simple and universally accepted. It is profit On the other hand; it is difficult to evaluate efficiency in a government organization. Generally, governmental organizations do not work for profit: these are engaged in non-profit activities. They, for instance take up service functions of perform promotional, developmental or regulatory tasks where it is difficult to evaluate efficiency. The absence of a balance-sheet in government and quasi-government organizations tends to make public personnel unresponsive to the logic of efficiency and economy. So, the basic aim of governmental activities is not to maximize profit, but to promote community welfare.

- v) **Legal safeguards:** Public administration is less efficient than private administration functions strictly in accordance with legal safeguards. This implies that the government official, much more so than his private counterpart, operate within a framework of general and specific laws limiting his freedom of individual action. His work must conform to special laws operating in the country, all the policies and instructions of higher authorities, prevailing customs and general public relations requirements.
- vi) **Service and cost:** In public administration, there is an intimate relationship between the service rendered and the cost of service charged from the public. Here expenditure exceeds income. On the other hand, in private administrative income often exceeds expenditure, otherwise there would be no profit.
- vii) **Consistency of treatment:** Public administration should be consistent in procedure and uniform in dealing with the public. It cannot accord preferential treatment of some segments of the community to the exclusion of others. However, the members of the Scheduled Castes and Scheduled Tribes are exceptions in this respect, in the words of Richard Warner, "Business need not worry overmuch about uniformity in treatments. It can cater for various special needs and purpose charging often 'what the traffic will bear' without raising the storm of public protest which would immediately rise if in government one law were devised for the benefit of the rich and another for the poor." Private administration can and very often does practice discrimination in selling its services.
- viii) **Anonymity:** The public official bears the impress of anonymity. He acts in his official capacity, and is protected from harm or criticism by the well-known convention of ministerial responsibility for all his acts so performed.
- ix) **External financial control:** Public administration is subjected to external financial control. It is the Legislature that passes the Appropriation Act, authorizing the executive branch to spend money. The latter cannot collect or spend money of its own will. There is, thus, a divorce between administration and finance, this kind of separation is absent in Private administration.
- x) **Monopoly:** Many activities of Public administration are monopolistic in nature; and absence of competition has endowed it with many special features.
- xi) **Social prestige:** It may be pointed out that the public administration carries, perhaps, a great social prestige than his private counterpart. This is because of the greater opportunity of serving the people that the public service offers. Indeed, service to the community being the fundamentals urge characterizing public administration; the latter needs people having ability and willingness to promote and protect public interest.
- xii) **Personnel practices:** The personnel practices in the government are elaborate and rigid, and are even designed to serve multiple goals, thereby adding to the complexity of the task. In India, for instance, the public personnel practices are not only based on merit but they also provide for reservation of posts for the disadvantaged sections in the society. Public personnel administration has thus to comply with social goals and also no deviations from these are permitted. On the other hand, private administration enjoys a much larger measure of initiative and flexibility in regard to its personnel practices.

- xiii) **Wide publicity:** Actions and deeds of public administration are exposed to the public notice to a degree which people in private sector can never imagine to have. The media is ever interested in getting even the smallest details about the public officials. Public administrations verily operate within a glass house and its activities are all open to the public.

In fine, Public administration has acquired certain distinctive feature differentiating it from private administration. Public accountability is its hallmark; consistency of treatment is its watch-world; and consciousness of community service, its ideal. Nevertheless, public and private administrations are not two distinct entities. They are two sides of the same coin. In a real sense, private administration is itself a highly regulated administration nowadays; this regulation stemming from a widespread urge to bring it in tune with the community's professed ideals and ambitions.

1.9 STATE VERSUS MARKET DEBATE

The market economies witness a free play of demand and supply factors which tends to determine the true worth of commodity. The market forces are not always able to set competitive price as a result of distortions which leads to market failure. Thus enabling individuals to take advantage of these distortions. The distortions violate the equity in distribution of factors of production. Thus diverting the inputs to the manufacturing of those products which receive higher prices. As a result the efficiency in production is also affected by the disordered distribution of inputs.

The market imperfections occur as a result of factor immobility, monopolistic practices, price rigidity, ignorance of market conditions, lack of specialization, and output rigidity prevent the achievement of an optimum allocation of resources. These imperfections result in sub-marginal allocation of resources, underemployment and low productivity. Therefore, market imperfections obstruct the movement of factors that obstructs the use of best factor in a production process.

Against this backdrop the role of state in the market becomes all the more important. Thus the role of Government is to provide public good, to rectify market imperfections, to ensure equitable distribution of income and above all to provide an institutional framework in which market can perform efficiently and effectively.

Public goods: Those goods consumption of which by one individual does not reduce it for other and no users can be prevented from consuming it is called public good. For example, defence, policy etc. Thus it is the duty of the government to provide these goods for public consumption.

Market imperfections: It is one of the most important concerns of a state to rectify the market imperfections arising out factors like externalities. In order to nullify the effect of externalities Government has to use method of regulation or taxation. Thus for a market to perform effectively and for making the goods available to the consumers, the intervention by the government becomes necessary.

To ensure equitable distribution of income: This step tries to promote equal distribution of income among the citizens. Taxation is an effective instrument of the state to achieve this goal

To provide institutional framework: The government's role is crucial with respect to the international framework. For the play of market forces in fair manner an equally good institutional framework is required. Further to create favorable market condition the macro-economic stability is very much a necessity, Further such a macro-economic stability attracts investment which is necessary for the economic growth and development. Thus the market

forces on their own are unable to operate fairly. In this regard the role of Government becomes all the more vital.

1.10 NEW PUBLIC ADMINISTRATION

Like other social sciences, public administration was also influenced by social turbulence in the 1960s and early 1970s. The earlier dogmas of public administrations such as economy and efficiency were found inadequate and incomplete objectives of administrative activity. Since the late 1960s a section of the scholars laid particular emphasis on values and ethics in public administration. It began to be said that efficiency is not the whole of public administration. The centre of all administrative activity is the man. So public administration must be value-oriented. This trend rapidly acquired the name new public Administration.

A book Towards a New Public Administration- the Minnow brook perspective edited by Frank Marini was published in 1971. It was followed by another book Public Administration in a Time of Turbulence, edited by Dwight Waldo was published in 1971. These books represented the ideas of an academic get together on public administration called the Minnow brook conference held in 1968.

Like development administration the new public administration is ‘goal oriented’ as well as ‘change oriented’ but unlike it, the latter focuses upon the processes of making public administrative organization more positivist and activist primarily in western societies. The relational thrust of the new Public administration implies major reorientations of administrative study and practice. It urges attention to the ‘consequences of administrative action’ in terms of impact on the characters and attitudes of citizens. Campbell argues that new public administration differs from the old administration only in that it is responsive to a different set of societal problems from those of other periods. The following are the main features of new public administration.

- a) Change and administrative responsiveness.
- b) Relationality in decisions and action,
- c) Management workers relations focused and
- d) Dynamic approach to organizational structure

New public administration stressed on four important goals- relevance, values, equity and change.

1.11 NEW PUBLIC MANAGEMENT PERSPECTIVE

No organization can survive without proper management. Principles of management are now universally used for managing business, educational, social, military and governmental organizations. Now government agencies are freely borrowing progressive updated management thoughts and principles into their domain to carry forward their various policies and activities. No more administrative set up is in their post footing based on formalistic organizational principles. Management is the ethical process in all forms of organizations, though it may vary in its complexity with the size of organizations. According to Claude S. George. “Management is

the central core of our national as well as personal activities, and the way we manage ourselves and our institutions reflect with alarming clarity what we and our society will become.”

The concept of public management is of recent origin. Public management is a combination of two words—public and management and its contents emphasize the concepts taken from both political science and business management. Public management stands for the adoption of tested management techniques for collective problem solving. Administration has been now replaced by management all over the world. Public administration is also synonymous with management with overlapping circles. The Indian Institute of public Administration (IIPA) is not only a professional body but also a fountain head of all that stands for the best in public management. In the changing scenario of globalization of Indian economy, all our institutions need management discipline. The matrix of demonetization is the most important factor of public management. Human values cannot be ignored in public management. Management is the most influential element in the design of the organization. It adopts and adapts the environment to make it more suitable to the organization. It requires co-ordination at all levels and in all stages. The public management movement in public administration focuses on the role of top administrative leaders. This movement roughly dates back to the 1970s or early 1980s, originated in the United States.