



SUBJECT: - Public Administration, Society and Media

UNIT-I	Concept of administration Administration in historical perspective. What is Public administration? Public administration organizational principles
UNIT-II	Composition of administration Personnel administration Recruitment, Promotion, Training. Executive legislative and judicial control over administration. Administration reforming and their impacts.



UNIT-I CONCEPT OF ADMINISTRATION

Public Ad is basically an aspect of the broader term “Administration”. It caters for the implementation & execution of government policies. It is basically related with the management of programs and policies, meant for the public. Moreover it deals with the analysis of the policies & their reevaluation. It refers to the study of activities of state which may be related to executive, legislative or judiciary. It deals not only with the processes but also the substantive field. It is also known as governmental administration; hence the focus of Pub Ad is on public beaureaucracy of the government. It is an instrument not only for protecting & restraining but also fostering & promoting. A country’s progress is directly determined by the quality of its public administration.

What is Public Administration?

Public Administration - meaning, concepts and definitions-

The word public administration is taken from two Latin words, **Publicus**, which means people and **Ad ministrare** which means to manage and to serve. Hence in a general sense public administration means to serve and look after the people. Literally it means management of public affairs.

Various experts defined Public Administration as follows-

Woodrow Wilson- The Public Administration is detailed and systematic execution 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 of fulfillment or enforcement of public policy.

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

P. Mc Queen- Public Administration is administration related to the operations of government.

E. N. Gladden- Public Administration is concerned with the administration of government.

Waldo – Pub ad is the art of science of management applied to the affairs of the state.

Nature of Public Administration

Though it is much disputed but the Nature of Public Administration could be understood by these three views-

The Integral View- L.D. White, P Fiffner, F. M Marks etc. are supporters of this view according to which Public Administration is comprised of all the activities which are undertaken to accomplish the given objectives. It is basically sum total of managerial, technical, clerical and manual activities.

The Managerial View- Luther Gullick, Simon, Smithburg, Thompson etc are followers of this view. In this concept only the management related activities of administration are concerned. Thus this concept is related only with the activities of top authorities.

Modern View- Gladden, John A. Peter, Demock etc are followers of this view. According to this, the nature of Public Administration depends upon its reference.

Scope of Public Administration-

To understand the scope of Public Administration following views are available-

Narrow View- Herbert Simon and Luther Gulick follow this concept. According to this, Public Administration is basically related only with the government and executive council.

Broader View- L. D. White, Willoughby, F. M. Marks etc postulated this view. According to this all the three parts and pillars of democracy are included under the jurisdiction of Public Administration.

The POSDCORB view- Luther Gulick, Henry Fayol and Urwik supported this view. They believe that the administration is consisted of seven elements. They are as follows-

Planning	Organizing	Directing	Staffing	Co-ordinating
Reporting	Budgeting			



Idealistic or welfare view- the motive of a welfare state is welfare of the people and same is of the Public Administration. Hence both are similar.

Significance of Public Administration-

- The administrative state and Public Administration are synonymous. The Public Administration executes the policies and work of the state.
- It provides constancy to the state.
- The Public Administration is an instrument of social change.
- It accelerates industrial development.
- The defense and security of a nation depends upon the Public Administration.
- It helps in providing basic facilities like education, health, entertainment etc to the common people.
- It helps for national integration. It plays vital role in execution of judiciary and legislative related works.

Administration in historical perspective-

Though as a subject, Public Administration is a new concept but its existence is prevailing since ancient time when the human civilization developed as a state. It was incepted with the need of law and order. Even in the epics including Ramayana and Mahabharat, the concept of Public Administration is visible. Chanakya was known for his state administration. Even the European philosophers including Aristotle, Socrates etc also explained the basic concept of Public Administration. But as a subject it evolved during 18th century and that too in Europe.

For the convenience of study, the development of Public Administration as a subject, its history could be divided into following steps-

First Stage (1887-1926) - This period is known for division of Political Science with Public Administration. Woodrow Wilson, L. D. White and F. J Goodnow were the leading experts of this age. In his article, **The Study of Administration**, Woodrow Wilson wrote that the Public Administration is entirely different subject and should be studied separately from Political Science. In the first text book of Public Administration, **Introduction to the study of Public Administration**, Prof. L. D. White wrote that Public Administration is the art of controlling and coordinating several people to achieve a special objective.

Second Stage (1927-1937)- This is considered as a golden age for growth and development of Public Administration. Inception of this stage is considered with publication of W. F. Willoughby's book, **Principles of Public Administration**. During this era universal principles were designed for Public Administration.

Third Stage (1938-1947)- During this era, the basic thoughts of Public Administration were challenged by the experts hence is known as the era of challenge. In his book **The Functions of Administration** (1926), Chester Bernard established the fact that the administration is a cooperative movement which is influenced by the behaviour of the participants. This concept was challenged by Herbert A. Simon in his book 'Administrative Behaviour' stating that administration is a systematic process for decision making and execution.

Fourth Stage (1948-1970)- This was the era of crisis of identity. During this era some experts re- moved towards the mother science- political science. The followers of this concept and their publications were-

- John Gauss (Trends in the theory of Public Administration)
- Rosco Martin (Dominion of political science over Public Administration).

On the other hand some experts found the roots of Public Administration in administration science and argued that the administration is irrespective of its setting. Believers of this concept founded the **Journal of Administrative science** in 1956, which was a quarterly publication. The followers of this concept



were March, Cyert and Simon and their publications were **Organisations** (1956), **Behavioural theory of the firm** (1963) and the **Handbook of Organisation** (1965).

Fifth Stage (1971- continuing)- It is the final stage of evolution which emphasizes on public policy analysis. During this era the public administration became an inter-disciplinary subject and developed a strong relation with other subjects like economics, sociology, psychology, anthropology etc. after the globalization, the management also became an intimate part of public administration.

Public Administration Organisational Principles

There are various Organisational Principles for Public Administration. Few of them are as follows-

(1) Organization- This is the most important concept in Public Administration. It facilitates the proper utilization of men, material, money, machine and method for the target objective. Various definitions of organization are as follows-

L. D. White- Organisation is the arrangement of personnel for facilitating the accomplishment of some agreed purpose through allocation of functions and responsibility.

Urwick- Organisation is determining what activities are necessary to any purpose and arranging them in groups which may be assigned to individuals.

Gulick- Organisation is the formal structure of authority through which work subdivisions are arranged, defined and coordinated for the defined objective. Gulick identified four basis of organization.

Purpose

Process

Persons

Place

(2) Hierarchy- According to L. D. White, Hierarchy consists of the universal applications of the superior-subordinate relationship through a number of levels of responsibility reaching from the top to the bottom of the structure.

Three basic principles of hierarchy are as follows-

Principle of 'Through proper channel'.

Principle of 'Correspondence'.

Principle of 'Unity of Command'.

(3) Span of Control- According to Dimock and Dimock 'The span of control is the number and range of direct, habitual communication contacts between the chief executive of an enterprise and his principal fellow officers.' Various factor that determine the length of span of control are-

Function

Time

Space

Personality

(4) Authority and Responsibility-

A) Authority-According to Max Weber, the authority is the willing and unconditional compliance of people, resting upon their beliefs that it is legitimate. Weber classified the authority into three types- Traditional, Charismatic and Legal- rational authority.

B) Responsibility- According to G. R. Terry 'The responsibility denotes an obligation of an individual to carry out his duties.'

According to Fayol, authority and responsibility are interconnected and commensurate.

(5) Coordination- Coordination has both, positive and negative implications, positively it means bringing about cooperation and team work. Negatively it means removing conflicts, inconsistencies, friction, overlapping and working at cross purposes.

(6) Centralization and decentralization- Centralisation means concentration of authority at the top level of the administrative system and decentralization means dispersal of authority among the lower levels of the administrative system. According to L. D. White 'The process of transfer of administrative authority from a lower to a higher level of government is called centralization, the converse is decentralization.'



(7) Delegation- Various definitions of delegation are as follows-

Mooney- Delegation means conferring of specified authority by a higher to a lower level.

Terry- Delegation means conferring authority from one executive or organizational unit to another.

Various types of delegation are-

Full and Partial

Conditional and Unconditional

Formal and Informal

Direct and Intermediate

(8) Supervision- Supervision is overseeing the work of subordinates by their superiors. It involves various activities like direction, control, guidance, inspection, coordination, superintendence etc. Various types of supervision are-

Single and Plural

Line and Functional

Substantive and Technical

(9) Line and Staff- The Central hierarchy of government or administration is comprised of the line and the assisting authorities of line are comprised of staff and auxiliary units. The units concerned with advisory and preparatory operations are known as staff and those concerned with housekeeping operations are the auxiliary agencies. The line is the central element of any administrative system and the staff and the auxiliary agencies are the secondary units that serve the line. The examples of line agencies are government departments, public corporations, government companies, independent regulatory commissions etc. the examples staff and auxiliary units are general and technical staff and the housekeeping staff.

(10) Unity of Command- An employee should receive orders from one superior only. This lessens chances of confusion and manipulation in the organization. According to Henry Fayol, 'For any action whatsoever, an employee should receive orders from one superior only.'



UNIT II
COMPOSITION OF ADMINISTRATION
PERSONNEL ADMINISTRATION

Personnel Administration deals with recruitment, placement, training, disciplinary measures, curbing nepotism and favoritism, monetary and non-monetary incentives and retirement benefits of the personnel within an organization as well as handle the nature of personnel relationships in the organization as well as assisting the top management in negotiating with labour unions. Personnel administration also includes all those activities and functions relating to policy formulation, planning, policy implementation, social change and modernization, administrative reforms and public relations in an organization.

Personnel Administration is also popularly known as Human Resources Management. Just as people of a country are its whole and sole the same way personnel (employees) are for an organization to make it successful. However, manpower (labour/people who are able to do work) itself does not contribute to the success/development of the organization, it has to be converted into human resources through systematic planning, adequate training and proper education. Human resource is converted to human capital through adequate administration. Human resources are the most important and valuable asset and part of an organization as over time their value never depreciates, in fact it only increases with the passage of time unlike other assets and resources of an organization. Adequate usage of human resources/personnel automatically ensures optimum utilization of financial, physical and technological resources.

With the emergence of democratic institutions and the welfare state, government as well as corporate tasks are on a steep increase and so there is an increased demand for personnel at every level in terms of efficient discharge of their duties and it is the job of the Personnel Administration department to assure that this demand is met at the right time with the suitable candidates.

Personnel Administration does not have a standard definition but still there is unanimity among writers on one that is as put by Flippo "Personnel function is concerned with the procurement, development, compensation, integration and maintenance of the personnel and their inter-relationships in an organization for the purpose of contributing towards the accomplishment of that organization's major goals and objectives.

Personnel Administration is affected by the socio-economic-political environment as well. For example, in the era of welfare and developmental programmes, personnel/employees are now expected to be more efficient, effective, sympathetic and competent. People's involvement in administration is also increasing via NGOs, NPOs, Civil Society and other policies and programmes of the government.

It is not a simple area of management in today's times as Personnel management/administration has to keep the motivation and morale of the personnel high every time for them to whole heartedly perform the humongous tasks they have at hand efficiently and competently as well as sympathetically.

Thus it can be said that without an efficient personnel management/administration or more popularly as it is called Human Resources management contributing to Human Resources/Personnel Development, it is impossible to achieve organizational goals and become a successful organization.

FUNCTIONS OF PERSONNEL ADMINISTRATION

1) MANPOWER PLANNING: Manpower planning is the process of assessment of an organization's requirements in terms of number of personnel needed for a job.



2) RECRUITMENT:

Once Manpower Planning is done, the process of recruitment begins. Recruitment is the process that entails the search for prospective workers and stimulating them to apply for the jobs put up by the personnel administration on behalf of the organization. It is based on selection of the best principle where a number of applicants are invited for a single job opening and then the unwanted are eliminated selecting the one for the job who suits all the prerequisites suitably.

3) TRAINING:

Training is the continuous process of imparting and upgrading/developing professional knowledge, broader vision, correct, ethical and novel patterns of behavior habits and aptitudes, awareness of organizational as well as societal objectives, increasing morale and motivation and the employee's potential contribution to the same. It is an ongoing process of response to a need.

4) CAREER ADVANCEMENT:

Career advancement as a function of personnel administration is concerned with the activities that promote job growth or expansion of job roles/responsibilities. It is how an individual /employee manages his/her career within the organization (promotion, internal job postings, etc) and between different organizations (shifting jobs, changing organizations for career growth and development/advancement) as well as providing refinement of skills opportunities and knowledge to the employees together with identifying options of growth for them. It is an ongoing and dynamic process.

The Personnel Administration dept/Human Resources management dept has the responsibility to encouraging and supporting in reviewing and re-assessing their goals and activities as well as to provide valuable feedback and learning activities or resources and can contribute significantly to the staff member's career development by supporting career development activities within the department.

The support for career development via the Personnel/Human Resource department is important because:

- Current information about the organization and future trends helps employees create more realistic career development goals.
- Focus on skill development contributes to learning opportunities.
- Opportunities for promotion and/or lateral moves contribute to the employee's career satisfaction.
- A greater sense of responsibility for managing one's own career contributes to self-confidence
- Career planning and development clarifies the match between organizational and individual employee goals.
- It's cost-effective to use the HRD (Human Resource dept./Personnel Administration) staff talent to provide career development opportunities within your department .
- Career development increases employee motivation and productivity
- Attention to career development helps the HRD attract top staff and retain valued employees.
- Supporting career development and growth of employees is mandated by the Philosophy of Human Resources Management.

Accountability of Public Administration: Control Devices

The misuse or abuse of authority on the part of Public Administration may assume various forms: overriding law and Constitution, violation of established procedures, lack of integrity, favouritism or nepotism, unethical or improper conduct, gross inefficiency, misuse of discretion and above all, encroachment on fundamental rights and freedom of citizens. A large number of instruments of control have been devised in order to minimize and eliminate the misuse and abuse of authority. Under the modern democratic government, these controls flow from:

1) Legislative or Parliamentary Control,



- 2) Judicial Control
- 3) Executive Control
- 4) Popular Control – Electorate or the People

Judicial Control

The Judicial control over administration is no substitute for parliamentary control. Infact, they are supplementary but serve two different kinds of purposes.

Courts occupy key position in India as regards judicial control of administrative action. Since we adopted the concept of welfare state, it became exceedingly necessary that the rule of law and conformity to the provisions of the Constitution are maintained and the multitudinous administrative authorities are brought under the control of courts of law.

In India the modes of judicial control of administrative action can be conveniently grouped into three heads.

- 1) Constitutional
- 2) Statutory
- 3) Ordinary or Equitable

Executive Control

The following are methods of Executive Control over administration:

- 1) The executive (Cabinet) is responsible for policy formulation, supreme direction of administration and the co-ordination and control over the various branches of administration.
- 2) Control over personnel – Appointment, promotion, removal, transfer, enforcing civil services code, etc.
- 3) Control over finances, e.g. – allocation of resources through budget, accounting and auditing system.
- 4) Rule making power, ordinances, etc.
- 5) Political control – final authority to take decisions.

CHIEF EXECUTIVE

The chief executive is the pivot around which the actual administration of the state revolves and includes all officials engaged in administration. The primary duty of the chief executive is to formulate policy and to see that it is properly implemented.

Types of Chief Executive

There are three different forms of chief executive, viz. (1) The president form, as in the USA (2) The Cabinet form, as in India and UK; and (3) the Collegiate type, as in Switzerland. The nature of relationships and the administrative functions of the chief executive in these different systems of governments differ from one another.

1) President as the Chief Executive

The Presidential pattern of government has its origin in the USA and is now confined to certain countries which are exclusively in the Western Hemisphere. The major characteristics of the Presidential system is that all the executive powers are vested in a President. It is a 'solitary' not a 'collective executive'. The President not only serves as the head of government, but also as chief of state: the ceremonial head of the nation.

2) Cabinet as the Chief Executive

The countries like Britain and India have Parliamentary system or Cabinet system of government. In parliamentary system a clear distinction is made between the head of the state and the head of governance – a nominal executive and a real executive. Here the head of the state, King in Britain or



President in India possesses a nominal or titular authority whereas the real authority rests with cabinet of which Prime Minister is the head.

The Cabinet is headed by the Prime Minister. He is the captain of the team. The Prime Minister performs four important functions. (1) He is the head of the Ministry; (2) He is leader of the legislature; (3) He is the person through whom the head of the state – King or President, normally communicates with the cabinet; and (4) He is head of the legislative wing of the party and responsible for maintaining harmony with its organizational wing.

3) Collegiate Type Executive

At present Switzerland is having a mixed or collegiate type of Chief executive with some features of both Parliamentary and Presidential executive. The executive authority of the Swiss Federation is exercised by a commission of seven men known as the 'Federal Council'. The Federal Council is chosen after every four years by the Federal Assembly and one of its members is annually elected to serve its chairman and is designated as President.

Functions and Powers of the Chief Executive

Broadly speaking, there are two types of functions which the Chief Executive has to perform under any system of government. They are, political and administrative.

Political Functions –

In any system of government the chief executive is required to perform several political functions. It is his responsibility to lead the nation by putting forth new policies and programmes which in his opinion the country badly needs. He should always keep his political party with him and ensure that all differences within the party are settled. He is also to see that his cabinet functions as a homogeneous body in which there is full co-operation and co-ordination.

Administrative Functions –

The chief executive is the head of the government and enjoys considerable prestige, power and position. He has legislative, executive, judicial and administrative powers. He has power of co-ordination and control. He is expected to give guidance and directions to all those who work under his control in his organization.

The administrative functions of the chief executive are – planning, organizing, staffing, leading and controlling.

Popular Control

India's political system stands for a system of limited government, responsible government and rule of law. It is opposed to any exercise of arbitrary or totalitarian power by the rulers and its fundamental assumption is that sovereignty belongs to the people at large. However, in recent years, there has been phenomenal expansion of governmental activities, which has been termed by some as governmentalisation. This has inevitably led to the strengthening of bureaucracy or 'bureaucratization' in terms of numbers and powers.