



SUBJECT: - Public Administration, Society and Media Paper I

UNIT-I	Concept of administration Administration in historical perspective.
UNIT-II	Composition of administration Public administration organizational principles
	Personnel administration Recruitment, Promotion
	Executive Administration.
	Administrative Acts.



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



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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.

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UNIT II

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.'