PUBLIC ADMINISTRATION

M LAXMIKANTH

TATA McGRAW-HILL'S WINNING WE EDGE SERIES

PUBLIC

ADMINISTRATION

For State Civil Services and Other Competitive Examinations

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Public Administration

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Founder-Director
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Tata McGraw-Hill

The McGraw·Hill Companies

To My Daughters
M. Anjali
M. Aishwarya

Preface

This book is a sincere attempt to place before the aspirants of various competitive examinations, a comprehensive volume which will enable them to acquire a complete and detailed understanding of the various aspects of the subject.

This book has four segments, that is, chapter-wise study material, chapter-wise question bank and model test-papers.

An effort has been made to make the contents of the study material relevant, to the point, up-to-date, and authentic. I have also used tables and diagrams to make the presentation more clear.

The chapter-wise question bank is designed to help the candidates test their understanding of the chapter from the examination point of view. The questions are framed in accordance with the latest trends in various state civil services examinations.

The *Model Tests Papers* will help the candidates in making an assessment of their preparation for the examination as well as in managing time judiciously and productively.

Apart from aspirants of various competitive examinations, the book will also be useful for academicians and researchers and general readers who wish to know more about this contemporary topic.

I welcome constructive comments and concrete suggestions from readers.

M LAXMIKANTH

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Introduction

MEANING, SCOPE, AND SIGNIFICANCE

Public administration is an aspect of a more generic concept of administration. Therefore, before understanding the meaning of public administration, it is necessary to understand the meaning of the word 'administration'.

The English word 'administer' is derived from a combination of two Latin words *ad* and *ministrare* meaning 'to serve' or 'to manage'. Literally, the term 'administration' means management of affairs—public or private.

Administration Defined

The concept of administration is defined by various writers in the following ways:

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

Felix A. Nigro: "Administration is the organisation and use of men and materials to accomplish a purpose."

Herbert A. Simon: "In its broadest sense, administration can be defined as the activities of groups cooperating to accomplish common goals."

John A. Veig: "Administration is determined action taken in pursuit of conscious purpose. It is the systematic ordering of affairs and the calculated use of resources, aimed at making those things happen which we want to happen and simultaneously preventing developments that fail to square with our intentions. It is the marshalling of available labour and materials in order to gain that which is desired at the lowest cost in energy, time and money."

Pfiffener: "Administration is the organisation and direction of human and material resources to achieve desiredends."

L.D. White: "The art of administration is the direction, co-ordination and control of many persons to achieve some purpose or objective."

Luther Gulick: "Administration has to do with getting things done; with the accomplishment of defined objectives."

George E. Berkley: "Administration is a process involving human beings jointly engaged in working towards common goals."

Brooks Adams: "Administration is the capacity of co-ordinating many and often conflicting social energies in a single organism, so adroitly that they shall operate as a unity."

Keith Henderson: "Administration is the arrangement of men and materials in the rational carrying out of purposes."

Ordway Tead: "Administration is a variety of component elements which, together in action, produce the result of a defined task done. Administration, primarily, is the direction of people in association to achieve some goal temporarily shared. It is the inclusive process of integrating human efforts so that a desired result is obtained". He further adds, "Administration is the central power house of the motivational impulsion and spirit which makes the institution drive to fulfill its purpose."

D. Waldo: "Administration is a type of co-operative human effort that has a high degree of rationality."

James McCanny: "Administration is the organization and use of men and materials to accomplish a purpose. It is the specialized vocation of managers who have skills of organizing and directing men and materials just as definitely as an engineer has the skill of building structures or a doctor has the skill of understanding the human ailments".

F.M. Marx: "Administration is a determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources aimed at making those things happen which one wants to happen and foretalling everything to the contrary".

   The above definitions make it clear that administration has two essential elements, viz. a collective effort and a common purpose. Thus, administration means a cooperative effort of a group of people in pursuit of a common objective.

   Administration is a universal process and occurs in diverse institutional settings. Based on its institutional setting, administration is divided into **public administration** and **private administration.** The former refers to the administration which operates in a governmental setting, while the latter refers to the administration which operates in a non-governmental setting, that is, business enterprises.

Public Administration Defined

Public administration is an aspect of the larger field of administration. It exists in a political system for the accomplishment of the goals and objectives formulated by the political decision makers. It is also known as governmental administration because the adjective 'public' in the word 'public administration' means 'government'. Hence, the focus of public administration is on public bureaucracy, that is, bureaucratic organisation (or administrative organisation) of the government.

   Public administration is defined as follows.

Woodrow Wilson: "Public Administration is detailed and systematic execution of law. Every particular application of law is an act of administration." He further says, "Administration is the most obvious part of the government; it is the government in action; it is the executive, the operative, the most visible side of the government."

L.D. White: "Public Administration consists of all those operations having for their purpose the fulfilment or enforcement of public policy."

Luther Gulick: "Public Administration is that part of the 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."

Simon: "By Public Administration is meant in common usage, the activities of the executive branches of the national, state and local governments."

Pfiffner: "Public Administration consists of doing the work of the government whether it be running an X-ray machine in a health laboratory or coining money in the mint... Public Administration consists of getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish their set tasks."

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

H. Walker: "The work which the government does to give effect to a law is called Public Administration."

Willoughby: "The term administration may be employed in Political Science in two senses. In its broadest sense it denotes the work involved in the actual conduct of governmental affairs, regardless of the particular branch of government concerned. It is, thus, quite proper to speak of the administration of the legislative branch of the government, the administration of justice or judicial affairs, or the administration of the executive branch as well as the administration of the affairs of the administrative branch of the government, or the conduct of the affairs of the government generally. In its narrowest sense, it denotes the operations of the administrative branch only. As students of Public Administration we are concerned with the narrowest meaning of the term."

D. Waldo: "Public Administration is the art and science of management as applied to the affairs of the State." He further observes, "The process of public administration consists of the actions involved in affecting the intent or desire of a government. It is thus the continuously active, 'business' part of a government, concerned with carrying out the law as made by legislative bodies (or other authoritative agents) and interpreted by the courts, through the process of organization and management. The field of study—putatively a science or discipline—of public administration focuses upon public administration as a process."

M.E. Dimock: "Public Administration is the fulfillment or enforcement of public policy as declared by the competent authorities. It deals with the problems and powers of the organization and techniques of management involved in carrying out the laws and policies formulated by the policy-making agencies of government. Public administration is the law in action. It is the executive side of a government."

John A Veig: "Administration signifies the organisation, personnel, practices and procedures essential to effective performance of civilian functions entrusted to the executive branch of the government."

P. McQueen: "Public Administration is administration related to the operations of Government whether central or local."

Merson: "The administrator gets things done, and just as the science of politics is an enquiry into the best means whereby the will of the people may be organised for the formulation of policy so the science of Public Administration is an enquiry as to how policies may best be carried into operation."

Corson & Harris: "Public Administration is the action part of the government, the means by which the purposes and goals of the government are realized."

F.A. Nigro: "Public Administration (i) is a cooperative group effort in a public setting; (ii) covers all the three branches—executive, legislative and judicial, and their inter-relationship; (iii) has an important role in the formulation of public policy and is thus part of the political process; (iv) is different in significant ways from private administration; and (v) is closely associated with numerous private groups and individuals in providing services to the community."

J.S.Hodgson: "Public Administration comprises all activities of persons or groups in governments or their agencies, whether these organizations are international, regional or local in their scope, to fulfill the purposes of these governments or agencies."

James W.Fesler: "Public Administration is policy execution and policy formulation, public administration is bureaucracy and public administration is public."

James W. Davis: "Public Administration can be best identified with the executive branch of a government."

Frank Goodnow: "Administration includes the function of executing the law as well as the semi-scientific , quasi-judicial and quasi-business or commercial functions."

Ridley: "Public Administration is administration in the public sector... It is administration by the state...Public Administration is governmental administration... It is administration by public authorities...Public authorities are authorities which administer according to the rules of public administration. Public administration should be the study of administration, descriptive, theoretical and normative."

M.Ruthna Swamy: "When administration has to do with the affairs of a state or minor political institutions like a Municipal or County Council, or District Board, it is called Public Administration".

Dimock and Dimock: "Like the study of politics, the study of public administration is a study of what people want through government and how they go about getting it. In addition, administration also emphasizes the methods and procedures of management. Thus, public administration is as much concerned with what government does as it is with how it does it." They further add, "Public administration is the area of study and practice where law and policy are recommended and carried out."

J.Greenwood and D. Wilson: "Public Administration is an activity, a set of institutions and a subject of study."

Rosenbloom: "Public Administration does involve activity, it is concerned with politics and policy-making, it tends to be concentrated in the executive branch of government, it does differ from private administration, and it is concerned with implementing law." He further adds, "Public Administration is the use of managerial, legal and political theories and processes to fulfill legislative, executive and judicial governmental mandates for the provision of regulatory and service functions for the society as a whole or for some segments of it."

Eugene McGregor: "The term public administration is reserved to denote the generation of purposive public action whose success depends on reconciling the competing demands of administrative operations, democratic governance and public solving."

F.M. Marx: "Public Administration has come to signify primarily the organization, personnel, practices and procedures essential to effective performance of the civilian functions entrusted to the executive branch of government."

An analysis of the above definitions indicates that the term public administration has been used in two senses i.e., wider sense and narrower sense. In the wider sense (broader sense), public administration includes the activities of all the three branches of the government, that is, legislature, executive and judiciary. This view has been taken by Woodrow Wilson, L.D. White, Marshall Dimock, F.A. Nigro and Pfiffner. By contrast, public administration in the narrower sense includes the activities of only the executive branch of the government. This view has been taken by Simon, Gulick, Ordway Tead, Fayol and Willoughby.

It must be noted here that Willoughby even made a distinction between executive power and administrative power and restricted the use of the term 'administration' to the activities of the administrative branch only. In other words, he has given administration the status of a 'fourth branch' of government (other three being legislature, executive and judiciary). Albert Lepawsky remarked : "Willoughby's recognition of administration as a fourth branch of government is the most extreme, but probably the most logical result of the strict separation of administration and politics initiated by Wilson."

Administration, Organisation and Management

The three terms *administration*, *organisation* and *management* are used interchangeably. However, there is a specific difference in their meanings. This distinction is made clear by William Schulze. He says "Administration is the force which lays down the object for which an organisation and its management are to strive and the broad policies under which they are to operate. An organisation is a combination of the necessary human beings, materials, tools, equipment and working space, appurtenances brought together in systematic and effective co-relation to accomplish some desired object. Management is that which leads, guides and directs an organisation for the accomplishment of a pre-determined object."

Similarly, Oliver Sheldon states, "Administration is the function in an industry in the determination of the policy......Management is the function in an industry concerned with the execution of policy within the limits set by administration and the employment of the organisation for the particular objects set before it.....Organisation is the formation of an effective machine, management of an effecttive executive, administration of an effective direction. Administration determines the organization, management uses it. Administration defines the goal; management strives towards it. Organisation is the machine of management in its achievements of the ends determined by the administration."

Thus, administration is a broader concept and includes within itself both organisation and management.

Nature of Public Administration

The scholars of public administration have expressed two divergent views on the nature of public administration, viz. integral view and managerial view.

The Integral View   According to this view, public administration encompasses all the activities which are undertaken to accomplish the given objective. In other words, public administration is the sum total of managerial, technical, clerical and manual activities. Thus, administration, according to this view, constitutes the activities of all persons from top to bottom. L.D. White and Dimock subscribed to this view. Administration, according to this view, depends upon the subject matter of the concerned agency, that is, it differs from one sphere to another sphere.

The Managerial View   Public administration, in this context, encompasses only the managerial activities and not the technical, clerical and manual activities which are non-managerial in nature. Thus, administration, according to this view, constitutes the activities of only the top persons. Simon, Smithburg, Thompson and Luther Gulick adopt this view. Administration, according to this view, is same in all the spheres as the managerial techniques are same in all the fields of activities.

Luther Gulick says, "Administration has to do with getting things done; with the accomplishment of defined objectives."

Ordway Tead observes, "Administration is conceived as the necessary activities of individuals (executives) in an organization who are charged with ordering, forwarding and facilitating the associated efforts of a group of individuals brought together to realize certain defined purposes."

Similarly, Simon, Smithburg and Thompson write: "The term 'administration' is also used in a narrow sense to refer to those patterns of behaviours that are common to many kinds of co-operating groups; and that do not depend upon either the specific goals towards which they are co-operating or the specific technological methods used to attain these goals."

However, neither the integral view nor the managerial view is without any flaws. The correct meaning of the word 'administration' would depend upon the context in which it is applied. M.E.Dimock, G.O. Dimock and L.W.Koening have summarised the position in this way : "As a **study**, public administration examines every aspect of government's efforts to discharge the laws and to give effect to public policy; as a **process**, it is all the steps taken between the time an enforcement agency assumes a jurisdiction and the last brick is placed (but includes also the agency's participation, if any, in the formulation of the programme in the first place); and, as a **vocation**, it is organizing and directing the activities of others in a public agency." They further observed: "In developing countries like India, public administration has to be studied with the integral approach as 90 per cent of the work originating at the clerical level is okayed at the top level—that is why the 'clerk' or 'babu' is considered as the kingpin of Indian administration."

Scope of Public Administration

There are two views regarding the scope of public administration, viz. POSDCORB view and subject matter view.

The POSDCORB View   This view of the scope of public administration was advocated by Luther Gulick. He believed that administration consisted of seven elements. He summed up these elements in the acronym 'POSDCORB', each letter of which implies one element of administration.

Luther Gulick explains these seven elements of administration (or functions of the chief executive) in the following way:

P—Planning   That is working out in broad outline the things that need to be done and the methods for doing them to accomplish the purpose set for the enterprise.

O—Organising   That is the establishment of the formal structure of authority through which work sub-divisions are arranged, defined and coordinated for the defined objective.

S—Staffing   That is the whole personnel function of bringing in and training the staff and maintaining favourable conditions of work.

D—Directing   That is the continuous task of making decisions and embodying them in specific and general orders and instructions and serving as the leader of the enterprise.

CO—Coordinating   That is all important duty of interrelating the various parts of the work.

R—Reporting   That is keeping informed those to whom the executive is responsible as to what is going on. This includes keeping oneself and one's subordinates informed through records, research and inspection.

B—Budgeting   All that goes with budgeting in the form of fiscal planning, accounting and control.

The Subject Matter View   Though the POSDCORB view of scope of public administration was acceptable thus for quite a long time, there arose a reaction, in the course of time, against this view. It was then realised that the POSDCORB activities (techniques) can neither be the whole of public administration nor even the significant part of it. This view advocates that the problems of administration are same in all the agencies regardless of the peculiar nature of the functions they perform. Thus, it overlooks the fact that different administrative agencies are faced with different problems.

Moreover, the POSDCORB represents only the tools of administration whereas the substance of administration is something different. The real core of administration consists of the various services performed for the people like defence, health, agriculture, education, social security, etc. These services have their own specialised techniques which are not covered by the common POSDCORB techniques. In other words, each administrative agency has its own 'local POSDCORB' because of the subject matter with which it is concerned. Further, Gulick's common POSDCORB techniques are also influenced by the subject matter of the administration (i.e. services and activities in which they function).

Thus, the POSDCORB view is 'technique-oriented' rather than 'subject-oriented', that is, it ignores the essential element involved in public administration, namely 'knowledge of the subject matter'. Hence, the subject matter view of the scope of public administration arose. It lays emphasis on the services rendered and the functions performed by an administrative agency. It advocates that the substantive problems of an agency depends upon the subject matter (i.e. services and functions) with which it is concerned.

Therefore, the public administration should study not only the techniques of administration but also the substantive concerns of administration.

However, the POSDCORB view and subject matter view are not mutually exclusive, but complement each other. They together constitute the proper scope of the study of public administration. Thus, Lewis Meriam rightly said, "Public administration is an instrument with two blades like a pair of scissors. One blade may be a knowledge of the fields covered by POSDCORB, the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool." Similarly, M.E. Dimock observed, "Administration is concerned with 'what' and 'how' of the government. The 'what' is the subject-matter, the technical knowledge of a field, which enables the administrator to perform his tasks. The 'how' is the technique of management, the principles according to which the co-operative programmes are carried to success. Each is indispensable, together they form the synthesis called administration."

Public administration as a discipline consists of five branches:
  (i)   Organisational Theory and Behaviour.
  (ii) Public Personnel Administration.
  (iii) Public Financial Administration.
  (iv) Comparative and Development Administration.
  (v)   Public Policy Analysis.

Approaches to the Study of Public Administration

The various approaches to the study of public administration are explained below:

1. Philosophical Approach   It is the most comprehensive as well as the oldest approach. It considers all facets of administrative activities. It is based on the normative approach and concentrates on what ought

to be. Its object is to enunciate the ideals (principles) underlying the administrative activities. Plato's *Republic*, John Locke's *Treatise on Civil Government*, Thomas Hobbes's *Leviathan*, *Shantiparva* of Mahabharata, Swami Vivekananda, and Peter Self have advocated this approach.

2. Legal Approach This approach has been most popular in the continental countries of Europe like France, Germany, and Belgium. It also has its advocates in Britain and USA. In USA, Frank J. Goodnow was the main advocate of this approach. It studies public administration as part of law and lays emphasis on the constitutional/legal structure, organisation, powers, functions, and limitations of public authorities. Hence, it is also known as Juridical or Juristic approach. It is the oldest systematically formulated approach and came into existence during the era of *laissez faire*, that is, when the functions of the state were limited and simple.

3. Historical Approach It studies public administration through the historical developments in the past having its impact on the present. It organises and interprets the information pertaining to administrative agencies in a chronological order. L.D. White has described American federal administration in its formative period through his four remarkable historical studies entitled *The Federalists* (1948), *The Jeffersonians* (1951), *The Jacksonians* and *The Republican Era*. Kautilya's *Arthashastra* and books on Mughal Administration and British Administration give glimpses of the past administrative system of India. This approach is closely related to the biographical approach to administration.

4. Case Method Approach It deals with the narration (detailed account) of specific events that constitute or lead to a decision by an administrator. It seeks to reconstruct the administrative realities and acquaints the students of public administration with them. It became popular in USA during the 1930s. Twenty case studies titled *Public Administration and Policy Administration* edited by Harold Stein were published in 1952. In India also, the Indian Institute of Public Administration (New Delhi) and the National Academy of Administration (Mussoorie) have published several case studies. According to Dwight Waldo, the case method is going to be a permanent feature of the study and teaching of public administration.

In addition to the above, there are also various other approaches to the study of public administration. These are:

  (i) Structural Approach
 (ii) Human Relations Approach
(iii) Behavioural Approach
 (iv) Systems Approach
  (v) Comparative Approach
 (vi) Ecological Approach
(vii) Development Approach
(viii) Public Choice Approach

These points are elaborated later in this chapter and in another chapter entitled 'Theories of Administration'.

From the fact-value stand point, these various approaches to the study of public administration can be classified into two:

  (i) Empirical approach which concentrates on what public administration 'is', that is, it describes and analyses 'actual' administrative situations; and
 (ii) Normative approach which concentrates on what public administration 'ought to be', that is, it suggests the 'ideal' administrative situations.

Significance of Public Administration

Public administration has become an essential segment of modern society which has witnessed the emergence of what is called by administrative thinkers as 'Administrative State'. This means that every activity of individuals from 'Womb to tomb' is regulated and controlled by the State agencies, that is, administrative agencies.

Views of Scholars The following views expressed by various scholars clearly highlight the significance of public administration in the society:

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

L.D. White: "Its (of public administration) nature, contents and scope—all go to make it the heart of the problem of modern government." He further observes, "There was a time when people expected nothing but oppression from the public authorities. Later they expected chiefly to be let alone. Now, however, they expect a wide variety of services and protection."

Alexander Pope : "For the forms of government let fools contest ; whatever is administered best, is the best."

Ramsay Muir: "While governments may come and go, ministers may rise and fall, the administration of a country goes on for ever. No revolution can change it and no upheaval can uproot it."

Edmund Burke: "You may constitute the government in the way you like it but without the proper management your commonwealth is no better than a scheme on paper and not a living, active, effective constitution. Administration is there under all situations. There would be no existence without administration."

Sir Josia Stamp: "The officials must be the mainspring of the new society, suggesting, promoting and advising at every stage."

Gerald Caiden: "The society is becoming more and more dependent on the political system, which in turn is becoming more and more dependent on the administrative system".

Henry Fayol: "The administrative process is universal". He further adds, "That its existence is percentage-wise the most important element in practically all vocations and professions, and that there is therefore a widespread need for the scientific study of administration."

Paul Pigors: "The main purpose of administration is to preserve the status quo in society. It (Administration) ensures the continuance of the existing order with a minimum of effort and risk. Its fundamental aim is to 'carry on' rather than to venture new and untried paths. Administrators are essentially the guardians of traditions."

Brooks Adams: "Administration is an important human faculty because its chief function is to facilitate social change and to cushion the stock of social revolution." He further observes, "Social consolidation is not a simple problem, for social consolidation implies an equivalent capacity for administration, perfection in administration must be commensurate to the bulk and momentum of the mass to be administered, otherwise the centrifugal will overcome the centripetal force, and the mass will disintegrate. In other words, civilization would dissolve."

C. Merriam: "Administration is the evolution of another human technology leading to man's adaptation to his complex environment."

C.A. Beard: "Administration is the science of contemporary civilisation. There is no subject more important than this subject of administration. The future of civilised government and even, I think, of civilisation itself rests upon our ability to develop a science and a philosophy and a practice of administration competent to discharge the functions of civilised society."

M.E. Dimock: "Administration is now so vast an area that a philosophy of administration comes close to being a philosophy of life." He further says, "It does not take much thought to realize that popular government can only be made competent enough through proper administration to survive the complexities and confusion of a technological civilization."

Ordway Tead: "Administration is a moral act and administrator is a moral agent." He further observes, "In an almost literal sense, most of us, certainly in urban life, live and move and have our being either administering or being administered, or atleast as the beneficiaries of administration."

D. Waldo: "Public administration is a part of the cultural complex, and it is not only acted upon, but also acts. It is indeed a great creative force with man's welfare as its ideal."

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

Felix A. Nigro: "The real core of administration is the basic service which is performed for the public."

H. Finer: "The salient feature of modern government is its positive nature. It hardly fails to envisage any branch of the moral or material sides of human endeavour.....The state is everywhere; it leaves hardly a gap."

Dimensions of Role

The role and importance of public administration can be analysed as follows:

  (i) It is the basis of government whether in monarchy or in democracy or in communist country like China or in capitalist country, and so on.

 (ii) It is the instrument for executing the laws, policies and programmes formulated by the state.

(iii) It is the instrument of social change and economic development especially in the 'Third World' (i.e., developing countries), which are engaged in the process of social-welding and nation-building.

 (iv) It is an instrument of national integration particularly in the developing countries which are facing the challenges of sub-nationalism, secessionism, classwars, and so on

  (v) It is the instrument of the state for providing to the people, various kinds of services like educational, health, transportation, and so on.

 (vi) It is a great stabilising force in the society as it provides continuity when governments change either due to revolutions or e.lections or coups.

Gerald Caiden in his popular book *The Dynamics of Public Administration* says that the public administration has assumed the following crucial roles in contemporary modern society.

  (a) Preservation of the polity

  (b) Maintenance of stability and order

  (c) Institutionalisation of socio-economic changes

  (d) Management of large scale commercial services

(e) Ensuring growth and economic development
(f) Protection of the weaker sections of society
(g) Formation of public opinion
(h) Influencing public policies and political trends.

Growing Importance   Traditionally, the role of public administration in the society has been limited. But in contemporary society, its role has increased manifolds. The following factors have contributed to this phenomenon:

   (i)   The scientific and technological developments have led to 'big government' which implies vast increase in the scope of the activities of public administration.
   (ii) The Industrial Revolution which gave rise to socio-economic problems forcing the government to take up new responsibilities.
   (iii) The emergence of 'welfare state' replacing 'police state' (i.e. a negative state based on the philosophy of *laissez faire*). A welfare state is a positive state which is committed to the welfare of the people. Roscoe Pound calls the welfare state as 'service state'.
   (iv) The adoption of economic planning by the modern governments to achieve the goals of welfare state has increased the scope of the role of public administration.
   (v)   The population explosion has created various socio-economic problems like growth of slums, food shortage, transportation problem, and so on, which have to be dealt by the public administration.
   (vi) The nature of modern warfare has increased the responsibilities and activities of public administration in terms of mobilization of necessary human and material resources.
   (vii) The increase in the natural calamities like floods, droughts, earthquakes, due to excessive environmental degradation has enhanced the functions of public administration as it has to handle the rescue operations.
   (viii) The decline in social harmony and increase in violence due to class conflicts, communal riots, ethnic wars, and so on, have increased the importance of public administration in terms of crisis management.

However, an increase in the variety, number and complexity of functions performed by the modern welfare state has resulted in an administrative lag. It means the existence of serious imbalance between aspirations and performance. This implies gap between the needs to be met and the adequacy of the administrative machinery to fulfil them. This requires what is known as administrative development, that is, strengthening the capacity and capability of the administrative system through structural, procedural and behavioural changes.

Moreover, a trend which is noticed in the recent times is that of 'privatisation'. This has decreased the scope of economic functions of the state.

EVOLUTION AND STATUS OF THE DISCIPLINE

The term 'Public Administration' stands for two implications. First, it refers to the activity of administering the affairs of government, like enforcement of law and order. Second, it also refers to a field of study, like that of sociology, political science, economics, philosophy, and so on.

Public administration as an aspect of governmental activity is as old as political society, that is, it has been co-existing with the political systems to accomplish the objectives set by the political decision makers. But, as a field of systematic study, public administration is much more recent—it is only about hundred years old.

However, since ancient times various thinkers have contributed to the administrative thought and practice. For example, Kautilya's *Arthashastra* in ancient India, Aristotle's *Politics* in ancient West and Machiavelli's *The Prince* in medieval West, contain significant observations about the origanisation and functioning of government.

In the 18th century, cameralism in Germany and Austria was concerned with the systematic management of governmental affairs. The cameralists showed significant interest in the study of public administration. They undertook systematic research on the topics related to public administration. The objective of their study and research was to train candidates for civil service. Thus, they stressed the descriptive studies of structures, principles and procedures of public administration and emphasised the professional training of public officials. George Zincke was the most distinguished scholar of the cameralist group.

Towards the end of 18th century in the USA, the meaning and scope of public administration was defined for the first time in Hamilton's *The Federalist* (No. 72). Charles Jean Bounin's *Principles de Administration Publique* (1812) in French is considered as the first separate treatise on the subject of public administration.

However, public administration as a separate subject of study originated and developed in the USA. According to Rumki Basu, the following factors have contributed to this in the 20th century.

(i) The scientific management movement advocated by F.W. Taylor.

(ii) The 19th century industrialisation which gave rise to large-scale organisations.

(iii) The emergence of the concept of welfare state replacing the police state (*laissez faire*).

(iv) The movement for governmental reform due to negative consequences of 'Spoils system'.

Stages in the Evolution

Public Administration has developed as an academic discipline through a succession of a number of overlapping paradigms which are as follows:

Stage I: Politics—Administration Dichotomy (1887–1926)

Stage II: Principles of Administration (1927–1937)

Stage III: Era of Challenge (1938–1947)

Stage IV: Crisis of Identity (1948–1970)

Stage V: Public Policy Perspective (1971–continuing).

Nicholas Henry has described the five paradigms in the intellectual development of public administration in the following manner :

Paradigm 1: The Politics/Administration Dichotomy, 1990–1926

Paradigm 2: The Principles of Administration, 1927–1937

Paradigm 3: Public Administration as Political Science, 1950–1970

Paradigm 4: Public Administration as Administrative Science (Management), 1956–1970

Paradigm 5: Public Administration as Public Administration, 1970–?

Robert T. Golembiewski noted the four phases in the historical development of public administration :

Phase I: Analytic Politics/Administration

Phase II: Concrete Politics/Administration

Phase III: A Science of Management

Phase IV: Public-Policy Approach

According to him, each phase may be distinguished and understood in terms of its locus or focus. 'Locus' refers directly to the 'where', to the contexts that are conceived to yield the phenomena of interest. 'Focus' refers to the analytical targets of public administration, the 'what' with which specialists are concerned.

Now, we will study in detail the various stages in the evolution of the discipline of public administration.

Stage I—Politics–Administration Dichotomy (1887–1926)

This is the beginning of evolution of public administration as a discipline. The basic theme during this stage was the advocacy for the separation of politics from administration, popularly known as the 'politics–administration dichotomy'.

This stage began with the publication of Woodrow Wilson's essay *The Study of Administration* in the political science quarterly in 1887. This essay laid the foundation for a separate, independent and systematic study in public administration. Hence, Wilson is regarded as the 'Father of Public Administration.'

Wilson separated administration from politics. He argued that politics is concerned with policymaking while administration is concerned with the implementation of policy decisions. In his words "... that administration lies outside the proper sphere of politics. Administrative questions are not political questions. Although politics sets the tasks for administration, it should not be suffered to manipulate its offices."

Wilson described public administration as a field of business. He observed, "The field of administration is a field of business. It is removed from the study of the hurry and strife of politics." He further observed that "It (Administration) is a part of political life only as the methods of the counting house are a part of the life of society; only as a machinery is part of the manufactured product."

Wilson believed that administration is a science. Thus, he said that "the science of administration is the latest fruit of that study of the science of politics which was begun some twenty-two hundred years ago. It is a birth of our own country, almost of our own generation. We are having now, what we never had before, a science of administration." He called for a separate study of public administration. His basic argument was that "it is getting to be harder to run a constitution than it is to frame one." Hence, there should be a science of administration, which shall seek:

   (i) to straighten the paths of government
  (ii) to make its business more businesslike
 (iii) to strengthen and purify its organisation
  (iv) to crown its duties with dutifulness.

The Wilsonian line of thought was further continued by Frank J. Goodnow in his book *Politics and Administration* published in 1900. He made a sharp conceptual distinction between two functions of government, that is, politics and Administration. To quote Goodnow, "Politics has to do with policies or expressions of the state will", whereas, "administration has to do with the execution of these policies." The basis of this distinction was provided by the classic separation of powers. Like Wilson, Goodnow also argued for the promotion of public administration as an independent and separate discipline. He came to be regarded as the 'Father of American Public Administration'.

In the beginning of the 20th century, the American universities showed much interest in the public service movement (movement for governmental reform). As a result, public administration received the first serious attention of scholars. The American Political Science Association in its 1914 report stated that one of the concern of political science was to train specialists for governmental positions.

In 1926, L.D. White's *Introduction to the Study of Public Administration* was published. It was the first textbook on public administration. With its publication, the subject picked up academic legitimacy, that is, the American universities began to offer courses of instruction in public administration.

Stage II—Principles of Administration (1927–1937)

During this stage, the scholars believed that there are certain principles of administration which could be discovered and applied to increase the efficiency and economy of public administration. They argued that administration is administration irrespective of the nature and context of work because the principles of administration have universal validity and relevancy. Hence, they claimed that public administration is a science.

This stage began with the publication of W.F. Willoughby's *Principles of Public Administration* in 1927. He asserted that, "in administration there are certain fundamental principles of general application analogous to those characterizing any science."

The other important publications of this stage reflecting the principles approach to administration are:

(i) Henri Fayol's *Industrial and General Management* (1916).

(ii) M.P. Follet's *Creative Experience* (1924).

(iii) Mooney and Reiley's *Onward Industry* (1931).

(iv) Gulick and Urwick's *Papers on the Science of Administration* (1937).

(v) Mooney and Reiley's *Principles of Organisation* (1939).

This stage in the evolution of public administration reached its zenith with the appearance of Gulick and Urwick's *Papers on the Science of Administration* (1937). Gulick and Urwick stated that "It is the general thesis of this paper that there are principles which can be arrived at inductively from the study of human organisation which should govern arrangements for human association of any kind. These principles can be studied as a technical question, irrespective of the purpose of the enterprise, the personnel comprising it, or any constitutional, political or social theory underlying its creation."

As rightly observed by Mohit Bhattacharya, "The 'public' aspect of public administration was virtually dropped at this stage and 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'. Public administration merged into the new science."

Public administration reached its reputational zenith during this stage.

Stage III—Era of Challenge (1938–1947)

The main theme during this stage was the advocacy of 'human relations—behavioural approach' to the study of public administration.

Both the defining pillars of public administration were challenged. It was argued that administration cannot be separated from politics because of its political nature and political role. Administration is not only concerned with implementation of political policy decisions, but also plays an important role in policy-formulation which is the domain of politics. In other words, the idea of *politics–administration dichotomy* was rejected.

Similarly, the principles of administration were challenged and criticised on the ground of lack of scientific validity and universal relevancy. Hence, they were dubbed as "proverbs" and "naturalistic fallacies".

Moreover, the principles approach to organisational analysis was criticised as a mechanistic approach due to its emphasis on the formal structure of organisation and neglect of socio-psychological aspects of organisational behaviour. The Hawthorne studies (1924–1932) conducted under the leadership of Elton Mayo shook the foundations of principles approach to organisational analysis by demonstrating the role of informal organisations in determining organisational efficiency. These studies gave rise to 'human relations' theory of organisation.

The important publications of this stage which challenged the classical public administration were:

(i) C.I. Barnard: *The Functions of the Executive* (1938)

(ii) F. Morstein Marx (Ed.): *Elements of Public Administration* (1946)

(iii) Herbert A. Simon: *The Proverbs of Administration* (1946)

(iv) Herbert A. Simon: *Administrative Behaviour* (1947)

(v) Robert Dahl: *The Science of Public Administration: Three Problems* (1947)

(vi) Dwight Waldo: *The Administrative State* (1948)

Herbert A. Simon was the most important critic of principles of administration and described them as "proverbs". He advocated the *behavioural approach* to public administration to make it a more scientific discipline. He foccussed upon *decision making* as the alternative to the principles approach. To quote Simon, "if any 'theory' is involved, it is that decision-making is the heart of administration, and that the vocabulary of administrative theory must be derived from the logic and psychology of human choice."

Simon rejected the idea of politics–administration dichotomy and recommended an *empirical approach* to study of public administration. Thus, as Mohit Bhattacharya puts it, "he brought in the perspective of logical positivism in the study of policy-making and the relation of means and ends. Reflecting the perspectives and methodology of 'behaviouralism' in psychology and social psychology, *Administrative Behaviour* pleaded for the raising of scientific vigour in public administration."

Robert Dahl argued that the evolution of science of public administration (or development of universal principles of administration) was hindred by three problems.

   (i) The frequent impossibility of excluding normative considerations from the problems of public administration. The study of public administration must be founded on some clarification of ends.
   (ii) The need to study certain aspects of human behaviour limits the potentialities of a science of public administration. He criticised the existing tendency to treat the organisation in formal technical terms and to regard human beings that constitute organisations, as more or less material.
   (iii) The unscientific nature of principles of administration which are based on a few examples drawn from limited national and historical settings.

Robert Dahl observed, "We are a long way from a science of public administration. No science of public administration is possible unless: (a) the place of normative values is made clear; (b) the nature of man in the area of public administration is better understood and his conduct is more predictable; and (c) there is a body of comparative studies from which it may be possible to discover principles and generalities that transcend national boundaries and peculiar historical experiences."

Robert Dahl emphasised the environmental effects on administrative behaviour. He believed that public administration cannot escape the effects of national psychology and social, political and cultural environment in which it develops. Hence, he suggested the cross-cultural studies, that is, comparative studies. In his words, "... the comparative aspects of public administration have largely been ignored; and as long as the study of public administration is not comparative, claims for 'a science of public administration' sound rather hollow. Conceivably there might be a science of American public administration and a science of British public administration and a science of French public administration; but can there be a 'science of public administration' in the sense of a body of generalized principles independent of their peculiar national setting? ... 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..."

Stage IV—Crisis of Identity (1948–1970)

With the rejection of politics–administration dichotomy and principles of administration, public administration sufferred from the crisis of identity. Consequently scholars of public administration reacted in two ways:
   (i) Some of them returned to the fold of political science (the mother science). However, they were not encouraged by political scientists. John Gaus in his article entitled *Trends in the Theory of Public Administration* (1950) developed a thesis that "a theory of Public Administration means in our time a theory of politics also." Further, Rosco Martin in his 1952 article, called for continued "dominion of political science over public administration."

(ii) Some others moved towards the administrative science. They argued that administration is administration irrespective of its setting. They founded the *Journal of Administrative Science Quarterly* in 1956. The major works influenced by this perspective are—*Organisations* (1958) by March and Simon, *Behavioural Theory of the Firm* (1963) by Cyert and March, *Handbook of Organisations* (1965) by March, and *Organisations in Action* (1967) by J.D. Thompson.

However, in both cases (i.e. either towards political science or administrative science), public administration lost its separate identity and distinctiveness and it had to merge with the larger field. This is why, this stage in the evolution of public administration is called as the 'stage of crisis of identity'.

Various developments took place during this phase of the evolution of public administration. They are:

    (i) Rise of New Human Relations Approach advocated by Chris Argyris, Douglas McGregor, Rensis Likert, Warren Bennis, and others

    (ii) Growth of Comparative Public Administration

    (iii) Advocacy of Ecological Approach to the study of public administration by F.W. Riggs

    (iv) Conceptualisation of Development Administration by Edward Weidner, F.W. Riggs, and others

    (v) Crystallisation of the concept of Administrative Development by F.W. Riggs

    (vi) Emergence of New Public Administration

    (vii) Advocacy of Public Choice Approach by Vincent Ostrom, and others

    (viii) Rise of Critical Perspective of public administration.

These points are elaborated later in this chapter.

Stage V—Public Policy Perspective (1971–continuing)

The main theme in this final stage of evolution is the concern for public policy analysis. Public administrationists are showing much interest in the related fields of policy-science, political economy, policy-making, policy analysis, and so on.

Public policy approach got acceptancy in administrative analysis as the traditional idea of politics–administration dichotomy was abandoned. Dwight Waldo concluded that the separation between politics and administration had become an "outworn credo".

According to Robert T. Golembiewski, the public policy approach stage in the evolution of public administration is built upon two basic themes—(i) The interpenetration of politics and administration at all or many levels; and (ii) The programmatic character of all administration. In all, these themes directed attention in public administration toward political or policy-making processes as well as toward specific public programmes.

With the adoption of public policy approach, public administration has become inter-disciplinary, gained in social relevance and expanded its scope.

Study of Public Administration in India

The following points can be noted with regard to the rise and development of teaching and research in public administration in India:

1. In the 1930s, Lucknow University became the first one in India to have included a full-compulsory paper on public administration in the M.A. Political Science syllabus.

2. In 1937, Madras University became the first one in India to have started a diploma course in public administration.

3. In 1949–1950, Nagpur University became the first one in India to have established a separate full-fledged department of public administration and local self-government. With this, public administration was invested in India, for the first time, with full academic legitimacy. This department was headed by the late Dr. M.P. Sharma who had the distinction of being the first professor of public administration in India.

4. In 1954, the Indian Institute of Public Administration (IIPA) was established at New Delhi on the recommendation of the Paul H. Appleby Report on Public Administration in India (1953). It is the nucleus of administrative research in India and disseminates the knowledge of public administration through its *Indian Journal of Public Administration* (IJPA).

5. In 1987, public administration was introduced as a fully-independent subject in the Civil Services examination conducted by the UPSC. This gave a powerful impetus to the subject.

6. Today, nearly 50 universities, hundreds of colleges and a number of training institutes are engaged in the teaching and research in public administration in India.

COMPARATIVE PUBLIC ADMINISTRATION

Meaning

Comparative public administration is the first major development in the post-war evolution of public administration. It aims at the development of a more scientific public administration by building and strengthening theory in public administration. In the words of Lynton Caldwell, its objective has been "to hasten the emergence of a universally valid body of knowledge concerning administrative behaviour—in brief, to contribute to a genuine and generic discipline of public administration"

Comparative public administration stands for cross-cultural and cross-national public administration. It has two basic motivational concerns: (i) theory-building, and (ii) administrative problems of the developing countries. Ferrel Heady describes the period of the late 1960s as the 'heyday of the comparative administration movement'.

As rightly observed by Nicholas Henry, comparative public administration is different from traditional or American public administration in two respects:

(i) Public administration is 'culture-bound' (ethnocentric) while comparative public administration is 'cross-cultural' in its orientation and thrust. In 1936, L.D. White observed that a principle of administration is as useful a guide to action in the public administration of Russia as of Great Britain, of Iraq as of the United States. But later Robert Dahl (in 1947) and Dwight Waldo (in 1948) pointed out that cultural factors could make public administration on one part of the globe quite a different animal from public administration on the other part.

(ii) Public administration is 'practitioner-oriented' and involves the 'real world' whereas comparative public administration attempts to the 'theory-building' and 'seeks knowledge for the sake of knowledge'. In brief, the comparative public administration has a purely scholarly thrust, as opposed to professional.

While highlighting the significance of comparative public administration, Fred Riggs asserted that American public administration should be viewed as a sub-field because public administration is global in scope. To quote Riggs : "The new paradigm for public administration must be comparative i.e., global, since the solution of the problem to which it addresses itself will require increasing communication between scholars and practioners in all countries. The American dimension will be viewed as a sub-field or a practical aspect of the broader subject."

Definition

Nimrod Raphaeli: "Comparative public administration is a study of public administration on a comparative basis." He traced the origin of comparative public administration to the 1952 Conference on Administration held at Princeton University in USA. He said, "comparative public administration is a new comer to the community of academic instruction and research."

Robert H.Jackson: "Comparative public administration is that facet of the study of public administration which is concerned with making rigorous cross-cultural comparisons of the structures and processes involved in the activity of administering public affairs."

Comparative Administration Group (CAG): "Comparative public administration is a theory of public administration applied to the diverse cultures and national settings and the body of factual data by which it can be examined and tested."

Jong S. Jun: "Comparative public administration has been predominantly cross-cultural or cross-national in orientation."

Formation of CAG

The most important single contribution to the growth of comparative public administration came from the Comparative Administration Group (CAG), established in 1960 as a Committee of the American Society for Public Administration (ASPA, founded in 1939). The eminent scholars associated with the CAG were Fred Riggs, Alfred Diamant, Ferrel Heady, Dwight Waldo, Wallaca Sayre, Martin Landau, Wiliam Saffin, John Montgomary, Ralph Braibanti, Bertram Gross and others.

However, Fred Riggs is the major exponent of the comparative approach to public administration. He is considered as the father of comparative public administration. He was the chairman of CAG for one decade (1960–1970). He was succeeded by Richard Gable.

With regard to the composition and basic thrust of CAG, Fred Riggs observed, "The CAG consisted largely of scholars who had served on technical cooperation missions in many parts of the third world, under conditions which showed the accepted administrative doctrines of American practice to be severely limited in their applicability to different cultural situations. It was natural, consequently, that the members of CAG should be keenly interested in the revision of these doctrines on the basis of an improved understanding of the forces affecting administrative behaviour in these countries."

The comparative public administration got real impetus in 1962 when the CAG received the financial support from the Ford Foundation. The CAG developed a programme with three objectives:

   (i) to encourage research in comparative public administration;
   (ii) to encourage teaching of comparative public administration; and
   (iii) to contribute to more effective public policy formulation in the field of development administration.

Purposes

According to Ferrel Heady, the comparative public administration addresses five 'motivating concerns' as an intellectual enterprise. These are:
   (i)   The search for theory;
   (ii) The urge for practical application;
   (iii) The incidental contribution of the broader field of comparative politics;

(iv) The interest of researchers trained in the tradition of administrative law; and

(v) The comparative analysis of ongoing problems of public administration.

Fred Riggs stated that the purposes of comparative public administration have a combination of empirical and normative concerns which are reflected in the literature of comparative public administrative analysis. According to him, the comparative public administration has the following four purposes:

"(i) To learn the distinctive features of a particular system or cluster of systems.

(ii) To explain the factors responsible for cross-national and cross-cultural differences in bureaucratic behaviour.

(iii) To examine the causes for the success or failures of particular administrative features in particular ecological settings.

(iv) To understand strategies of administrative reform."

According to Robert T. Golembiewski, "comparative public administration emphasizes that (a) organisations must be viewed as embedded in specific cultures and political settings, (b) the principles of public administration are seriously inadequate, (c) both the study and practice of administration are pervasively value-loaded, and (d) any proper discipline must have complementary pure and applied aspects."

Sources/Causes

The factors that contributed to the rise and growth of comparative public administration are:

(i) The revisionist movement in comparative politics due to dissatisfaction with the traditional approaches.

(ii) The dissatisfaction with traditional public administration which was culture-bound.

(iii) Intellectually oriented catalysts, that is, to develop universally relevant theoretical models.

(iv) Exposure of American scholars and administrators to the new features of the administrative systems of developing countries during the World War II period.

(v) The emergence of newly independent Third World countries which attempted to achieve rapid socio-economic development, creating opportunities for scientific investigation.

(vi) Policy oriented catalysts, that is, to develop the practical knowledge to make policy-formulation and policy-execution more effective.

(vii) The scientific, technological and theoretical developments which have influenced the forms of administrative structures.

(viii) The extension of American foreign aid programmes (both political and economic) to newly emerged developing countries.

(ix) The rise of behavioural approach in public administration as a reaction to the classical structural approach.

Trends

F.W. Riggs noticed three trends in the comparative study of public administration.

(i) A shift from normative studies (which deals with what ought to be) to empirical studies (which deals with what is).

(ii) A shift from ideographic studies (one nation studies/individualistic studies) to nomothetic studies (universal studies).

(iii) A shift from non-ecological studies (which examines administrative phenomena as an isolated activity) to ecological studies (which examines administrative phenomena in relation to its external environment).

Thus, comparative public administration, according to Fred Riggs, is:
  (i) Empirical, that is, factual and scientific .
  (ii) Nomothetic, that is, abstracted and generalisable.
  (iii) Ecological, that is, systematic and non-parochial.

Conceptual Approaches

Ferrel Heady identified four conceptual approaches in comparative public administration.
  (i) Modified Traditional
  (ii) Development Oriented
  (iii) General System Model Building
  (iv) Middle-range Theory Formulation
Departing somewhat from Heady's four-fold classification, Henderson gave a three-fold classification of conceptual approach in the comparative public administration, *viz.*
  (i) The Bureaucratic System Approach
  (ii) The Input-Output System Approach
  (iii) The Component Approach
The following are the various approaches/models in the study of comparative public administration.
  (i) The Bureaucratic System Approach adopted by Alfred Diamant, Robert Presthus, Ferrel Heady, Micheal Crozier, Morroe Berger, and so on.
  (ii) The General Systems Approach adopted by F.W. Riggs in his "Fused-prismatic-diffracted typology" and John T. Dorsey in his "information energy model".
  (iii) The Development Administration Approach adopted by Riggs, Wiedner, and others emphasizing directed socio-economic change.
  (iv) The Decision-making Approach advocated by Martin Landau to increase the decision-making capacity of developing countries' administrative systems to avoid "muddling through" technique.
  (v) Anthony Downs Model which differentiated five categories of bureaucrats, namely, climbers, conservers, zealots, advocates and statesmen.
  (vi) Structural-Functional Model advocated by Talcott Parsons, involving the concept of 'Social System' as a given and the society in terms of its structures and functions.
  (vii) Other models developed by Poul Meyer, F.M. Marx, and Brian Chapman, emphasising on the comparative study of administrative organisation and Civil Service Systems in the western developed countries.
Of all the above approaches in the study of comparative public administration, the Bureaucratic System Approach (Bureaucratic model of Max Weber) is the most influential and most useful. To put it in the words of Ramesh K. Arora, "Max Weber's 'ideal type' construct of bureaucracy has been the single-most dominant conceptual framework in the study of comparative administration". In fact, in 1964 itself, Dwight Waldo found the bureaucratic model useful, stimulating, and provocative. According to him, the model "is set in a large framework, that spans history and cultures and relates bureaucracy to important societal variables, yet it focusses attention upon the chief structural and functional characteristics of bureaucracy". He considered the model as a 'paradigm' of public administration.

Decline

The beginning of the 1970s saw the decline of the comparative public administration. In 1971, the Ford Foundation terminated its financial support to the CAG. In 1973, the CAG itself was disbanded and merged

with the International Committee of the American Society for Public Administration to form a new Section on International and Comparative Administration (SICA). Its major journal *The Journal of Comparative Administration* ceased to publish from 1974, after five years of existence. Its legacies were absorbed into the larger field of political science and public administration.

On the failure of comparative public administration, Robert T. Golembiewski said, "Public administration should take full notice of the fact that comparative administration's failure rests substantially on a self-imposed failure experience. It set an unattainable goal, that is, in its early and persisting choice to seek a comprehensive theory or model in terms of which to define itself". Similarly, Peter Savage, who served as the editor of *The Journal of Comparative Administration* (published for a five-year period from 1969 to 1974), observed, "Comparative administration started with no paradigm of its own and developed none."

Significance

Nevertheless, the CAG has made a significant contribution to the field of public administration. Ramesh. K. Arora identified the four elements of its contribution, viz.,
   (i) It has widened the horizons of public administration.
   (ii) It has opened the doors of the discipline to all kinds of social scientists.
   (iii) It has made the scope of the field more systematic by studying different administrative systems in their ecological settings.
   (iv) It has stimulated interest on the part of its members in the problems of development administration.

According to T.N. Chaturvedi, the various contributions of comparative study in public administration are:
   (i) It has helped to eliminate the narrowness of 'provincialism' and 'regionalism'.
   (ii) It has broadened the field of social science research, which was earlier confined to cultural limitations.
   (iii) It has led to a greater scientific outlook in theory construction.
   (iv) It has encouraged the process of broadening the field of social analysis.
   (v) It has played an important role in making the subject of public administration broader, deeper, and useful.
   (vi) It has brought politics and public administration closer to each other.

Revival Movement

In the early 1980s, a number of scholars started a movement for the revival of comparative public administration. They made efforts to arrest the downward trend of the field and to give a fresh life to it. These scholars included Ferrel Heady, Charles T. Goodsell, Jung S.Jun, Milton Esman, G.E.Caiden, Naomi Caiden, O.P.Dwivedi and others.

Ferrel Heady, who spearheaded the resurrection attempts, emphasized: "At this juncture, what comparative public administration needs is not prolonged post-mortem of the past contributions but vigorous pursuit of attractive new opportunities."

Charles T.Goodsell in his article entitled "The New Comparative Administration : A Proposal" (1981) recommended that the scope of comparative public administration should be extended to cover comparisons at supra-national and sub-national levels of analysis. To him, it should embrace all studies of administrative phenomena where the comparative method in some guise is explicitly employed.

According to Jong S. Jun, the comparative public administration did not deal with the comparison of methods and strategies of organizational change and organizational development in a cross-cultural context. Hence, he suggested that the revival in comparative studies must incorporate these aspects.

CPA and IPA

In 1973, the SICA was incorporated as the first section of the ASPA to promote the study and practice of comparative public administration (CPA) and international public administration (IPA). Unlike the CPA (which is concerned with the study of patterns of public administration in different nations), the IPA is concerned with the study of administrative operations of international agencies. However, both the CPA and IPA were unable to develop an appropriate framework or paradigm for analysis.

Ferrel Heady suggested for the convergence of these two sub-fields of public administration for their mutual benefit. According to him, both CPA and IPA are similar because both avoid concentration on the administrative system of any single nation and both have many common attributes. He said that the agenda for the future of these two sub-fields is to combine the forces more effectively by a closer familiarity on the part of each group with the work of the other, leading to a gradual convergence. He viewed that SICA has a catalyst role in this convergence process. He suggested that SICA should make bringing these two sub-fields together a major programme objective.

Future Prospects

About the future of comparative public administration, Ferrel Heady said that the "comparative perspective will become more prominent, enriching general public administration by widening the horizon of interest in such a way that understanding of one's own national system of administration will be enhanced by placing it in a cross-cultural setting."

In the present era of globalization and liberalization, the interaction between the nations of the world has increased. In this context, the new thrust areas for an analysis of comparative public administration can include the following:
   (i) Human rights enforcement.
   (ii) Disinvestment of public sector enterprises.
   (iii) International interdependency of bureaucracies.
   (iv) Study on citizen charter.
   (v) Role of people in promoting or resisting administrative reforms.
   (vi) Debureaucratisation.
   (vii) Role of private sector.
   (viii) Role of voluntary agencies/non-governmental organizations.
   (ix) Role of self-help groups.
   (x) Role of community-based organizations.

Comparative Models of Riggs

Fred Riggs is the foremost model-builder in comparative public administration. Ferrel Heady says that Riggs's book *Administration in Developing Countries: The Theory of Prismatic Society* (1964) continues to be probably the most notable single contribution in comparative public administration.

Riggs employed three analytical tools to explain his administrative theories. These are: (i) ecological approach (ecological perspective); (ii) structural-functional approach; and (iii) ideal models (model-building).

Ecological approach studies the dynamics of interaction between administrative system and its environment consisting of political, social, cultural and economic dimensions. It assumes that administrative system is one of the various sub-systems of society and is influenced by other sub-systems and in turn, also influences them.

The ecological approach in the study of public administration was initiated by J.M. Gaus (1947), Robert A. Dahl (1947), Roscoe Martin (1952), and F.W. Riggs (1961). But Fred W. Riggs is the foremost exponent of the ecological approach in public administration.

F.W. Riggs in his book entitled *The Ecology of Public Administration* (1961) explored the dynamics of interaction between public administration and its external environment. He adopted the structural-functional approach in explaining the administrative systems from ecological perspective. The adoption of this approach in the field of public administration was first suggested in 1955 by Dwight Waldo. Apart from Riggs, the Structural-Functional Approach was adopted by Talcott Parsons, Robert Merton, Marion Levy, Gabriel Almond, David Apter, and others.

According to the Sturctural-Functional Approach, every society has various structures which perform specific functions. Riggs identified five functions which are performed in each society. They are political, economic, social, symbolic and communicational functions. He stated that, same set of functional requisites apply to an administrative sub-system.

Based on the structural-functional approach, F.W.Riggs has constructed two 'ideal models' (theoretical models) to explain the administrative systems in a comparative context. These are (i) agraria-industria model; and (ii) fused-prismatic-diffracted model.

Agraria-Industria Model

Riggs developed the agraria-industria typology in 1956. In this model, he distinguished between two types of societies — societies dominated by agricultural institutions and societies dominated by industrial institutions. These two polar types represented the Imperial China and contemporary USA. According to him, all societies move from agraria stage to industria stage. This is an unidirectional movement. He identified the structural features of the agrarian and industrial societies. These are mentioned below in Table 1.1.

TABLE 1.1   Features of Agraria and Industria

Agraria	*Industria*
1. Ascriptive values	1. Achievement values
2. Particularistic norms	2. Universalistic norms
3. Diffuse patterns	3. Specific patterns
4. Stable local groups and limited spatial mobility	4. High degree of social and spatial mobility
5. Simple and stable occupational differentiation	5. Well-developed occupational system
6. Deferential stratification system	6. Egalitarian class system
	7. Prevalence of associations which are functionally specific and non-ascriptive

In the following year (1957), Riggs postulated an intermediate model called 'transitia' which bears the features of both agraria and industria and thus represents a transitional society.

Soon after its formulation, the agraria-industria model met with criticism as it had the following limitations:
1. It does not help in examining the transitional societies. The intermediate model (transitia) is less developed than the two polar types.
2. It does not provide sufficient mechanism to study mixed-type societies. Critics argue that the modern industrial societies will always have some agrarian features.
3. It assumes a unidirectional movement from an agraria stage to an industria stage.
4. Its major stress is on the environment of the administrative system but not on the administrative system per se.

5. It is too general and abstract with little resemblance to concrete reality.

Consequently, Riggs abandoned this typology of agraria-transitia-industria and formulated another improvised fused-prismatic-diffracted model.

Fused-Prismatic-Diffracted Model

The fused-prismatic-diffracted (refracted) model represents the underdeveloped, developing and developed societies respectively. To quote Riggs, "Traditional agricultural and folk societies (agraria) approximate the fused model, and modern industrial societies (industria) approach the refracted model. The former is 'functionally diffuse', the latter 'functionally specific'. Intermediate between these polar extremes is the prismatic model, so called because of the prism through which fused light passes to become refracted." Thus, a fused society is one in which a structure performs a large number of functions. A diffracted (refracted) society, on the other hand, is one in which a structure performs a limited number of functions. In between these two polar types, comes the category of prismatic society. It is a transitional society and hence combines the features of both. It refers to a society that is semi-differentiated, standing midway between an undifferentiated fused society and a highly differentiated diffracted society. This is illustrated below:

```
    undifferentiated - - - - -semi-differentiated- - - - - -differentiated
    fused- - - - - - - - - - -prismatic- - - - - - - - - -diffracted
```
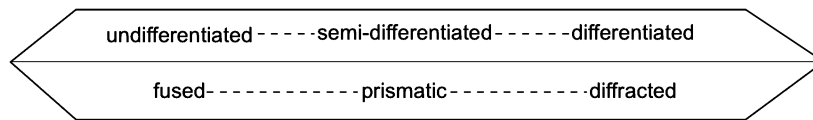
According to Riggs, these three types of societies have the following attributes.

Table 1.2   Attributes of Fused, Prismatic and Diffracted Societies

Fused	*Prismatic*	*Diffracted*
Ascription	Attainment	Achievement
Particularism	Selectivism	Universalim
Functional diffusion	Poly-functionalism	Functional specificity

In describing these attributes (characteristics) of his model societies, Riggs made use of the pattern variables of Talcott Parsons. He also developed intermediate categories of pattern variables (in the case of prismatic society).

Prismatic-Sala Model

Riggs was mainly interested in analysing the interaction between the administrative system and its environment in prismatic societies. For this purpose, he constructed the 'prismatic-sala' model in which 'prismatic' represents the prismatic society (trasitional or developing society) and 'sala' represents the administrative sub-system of a prismatic society. He identified the following three features of prismatic-sala model—

Heterogeneity   A prismatic society has a high degree of heterogeneity, that is, the simultaneous presence, side by side, of quite different kinds of systems, practices and viewpoints. The sala is also heterogeneous as it combines the elements of 'chamber' of a fused society and 'bureau' of a diffracted society.

Formalism   A prismatic society has a high degree of formalism, that is, a degree of discrepancy or incongruence between the formally prescribed and the effectively practiced, between norms and realities. In short, it refers to the gap between theory and practice.

Overlapping A prismatic society has overlapping phenomena, that is, the extent to which formally differentiated structures of a diffracted society co-exist with undifferentiated structures of a fused society. Overlapping in sala, refers to what is described as administrative behaviour but which is actually determined by non-administrative criteria, that is, by political, economic, social, religious or other factors. It has five different aspects.

Nepotism Riggs says that 'sala' is characterised by nepotism in recruitment.

Polynormativism This means co-existence of modern and traditional 'norms' leading to lack of consensus on norms of behaviour.

Polycommunalism This means simultaneous existance of various ethnic and religious groups in a hostile interaction with each other. Riggs calls them 'clects', that is, club plus sect.

Bazaar-Canteen Model Riggs calls the economic sub-system of a prismatic society as the 'bazaar-canteen model'. This combines the elements of market economy of diffracted society and traditional economy of fused society. Such a situation produces a kind of 'price indeterminancy'. This implies that the prices of goods and services keep fluctuating.

Authority Versus Control The authority structure of a prismatic society is highly centralised and concentrated while the control system is highly localized and dispersed. Hence, a prismatic society has an 'unbalanced polity' in which administrators dominate the politico-administrative system.

Change in a Prismatic Society

According to Riggs, the pace of development in any society is related mainly to the sources of change. The western societies were able to adjust their effective behaviour gradually to the evolving behaviour since they had relatively long timespan for their development. Consequently, these societies experienced less heterogeneity, formalism and overlapping than the contemporary developing (transitional) societies.

In a prismatic society, the pressure for change is external as well as internal. When it is external, it is called 'exo-genous' change and when internal, it is called 'endo-genous' change. Further, when the change is caused by both external and internal pressures, it is called 'equi-genetic change'.

Riggs stated that greater heterogeneity, formalism and overlapping are likely to exist in an 'exo-prismatic' society (the society where the pressure for change is primarily external) than in an 'endo-prismatic' society (the society where the pressure for change is primarily internal). The reason is that in an 'endo-genetic' change, effective behaviour precedes the establishment of new formal institutions, while in an 'exo-genetic' change the sequence is reversed. The prismatic (transitional) societies face the problems of greater heterogeneity, formalism and overlapping in their bid to absorb the externally induced change in the shortest possible time.

Revised Prismatic Theory

In his later book *Prismatic Society Revisited* (1973), Riggs revised his prismatic theory. In his new formulation, he replaced the 'one dimensional approach' (i.e., differentiation) with 'two dimentional approach' (i.e., differentiation and integration). He further sub-divided the two basic diffracted and prismatic societal model into finer types on the basis of degree of integration. Thus, he reconceptualised diffracted societies as 'eo-diffracted', 'ortho-diffracted' and 'neo-diffracted' and prismatic societies as 'eo-prismatic', 'ortho-prismatic' and 'neo-prismatic'.

DEVELOPMENT ADMINISTRATION

The term 'development administration' was first coined by U.L. Goswami, an Indian Scholar. He used this term in his article entitled 'The Structure of Development Administration in India', published in 1955. However, it is George Gant, an American Scholar, who is regarded as the father of development administration. He too started using the term during the same period. His book *Development Administration: Concepts, Goals and Methods* was first published in 1979.

Edward W. Weidner, Fred W. Riggs, Joseph La Polombara, John D. Montogomery, Ferrel Heady, Milton J. Esman, Albert Waterson, Lucian Pye, Merle Fainsod, Alfred Diamant, Irving Swerdlow, William J. Saffin, and Han been Lee have contributed to the popularisation and growth of the concept of development administration in the field of public administration.

Edward Wiedner is the foremost proponent of development administration. He is also the first to conceptually explain the definition of development administration.

According to Ferrel Heady, "George Gant himself is generally credited with having coined the term 'development administration' in the mid 1950s". Prabhat Datta, on the other hand, observes: " Though the term 'development administration' is claimed to have been coined by the Indian scholar, Goswami, development administration is essentially a western concept. The term was first used by Donald C.Stone."

Emergence

Development administration emerged as a sub-field of public administration in the 1950s and 1960s. The factors which have contributed to this are:
1. Over-emphasis on the study of 'means' of administration and under-emphasis on the study of 'goals' of administration by the traditional public administration.
2. Emergence of newly independent developing countries in Asia, Africa, and Latin America due to the liquidation of colonialism and imperialism.
3. U.N. sponsored development schemes in the developing countries through multilateral technical aid and financial assistance.
4. Extension of American economic and technical assistance plans to newly emerged developing countries.
5. Setting-up of the Comparative Administration Group (CAG) in 1960 under the aegis of the American Society for Public Administration.
6. Search for a new indigenous administrative model to meet the developmental needs of the developing countries, due to the failure of western model in these countries.

Definition

George Gant: "Development administration is that aspect of public administration in which the focus of attention is on organizing and administering public agencies in such a way as to stimulate and facilitate defined programmes of social and economic progress. It has the purpose of making change attractive and possible." He further observed : "Development administration denotes the complex web of agencies, management systems and processes, a government establishes to achieve the development goals. Development administration is the administration of policies, programmes and projects to serve development purposes." According to him, the development administration is characterised by its 'purposes' (socio-economic progress), its 'loyalties' (accountable to the people), and its 'attitudes' (positive, persuasive and innovative approach).

Donald C. Stone: "Broadly, development administration is concerned with achieving national development. The goals, values and strategies of change may vary but there always are generic processes through which agreement on the goals is reached and plans, policies, programmes and projects (4P's) are formulated and implemented. 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."

Irving Swerdlow: "Development administration is administration in poor countries". He identified two inter-related tasks in development administration—institution-building and planning.

Han been Lee: "Development administration is concerned with the problems involved in managing a government or an agency thereof so that it acquires an increasing capability to adapt to and act upon new and continuing social changes with a view to achieve a sustained growth in political, economic and social fields."

Merle Fainsod: "Development administration is a carrier of innovating values. It embraces the array of new functions assumed by developing countries embarking on the path of modernization and industrialization. Development administration ordinarily involves the establishment of machinery for planning, economic growth and mobilizing and allocating resources to expand national income."

John D. Montgomery: "Development administration connotes carrying out planned change in the economy (in agriculture or industry, or the capital infrastructure supporting either of these) and, to a lesser extent, in the social services of the state (especially education and public health)".

Martin Landau: "Development administration is the engineering of social change."

Pai Panandiker: "Development administration is mainly the administration of planned change." He further observed: "The essence of development administration is holistic change undertaken through integrated, organized and properly directed governmental action."

Jose Abueva: "Development administration is the administration of development programmes in the economic, social and political spheres, including the programmes for improving the organization and management of the bureaucracy as a major instrument for national development."

B.S.Khanna: "Development administration is an administration geared to the tasks of economic, social and political development, which has been induced by an increasing tempo, momentum and diversity emanating from the elite and groups of people."

Inayatullah: "Development administration is the complex of organizational arrangements for the achievement of an action through public authority in pursuance of (i) socio-economic goals and (ii) nation-building."

K.R. Hope: "Development administration in contextual and operational terms implies efficient organisation and management of the development activities of a nation to attain the goals of development."

B.B. Schaffer: "Development administration is about development programmes, policies, and projects in those conditions in which there are usually wide and new demands and in which there are peculiarly low capacities and severe obstacles in meeting them."

Harry J. Friedman: "Development administration means the implementation of programmes designed to bring about modernity (that is, socio-economic progress and nation-building), and the changes within the administrative system which increase its capacity to implement the programmes."

Contribution of Weidner

Edward Weidner criticised the traditional administrative theory for its overemphasis on the 'means' of administering in the best possible manner, and underemphasis on the study of 'goals' (ends). In this context, he commented, "public administration has glorified the means and forgotten the ends. Good administration and good human relations have become ends in themselves, quite apart from the achievement of other values that they may or may not facilitate." It was to fill such a critical gap in the traditional administrative theory that he introduced the concept of development administration. He defined development administration as "an action-oriented, goal-oriented administrative system." He has viewed development administration in government as "the process of guiding an organisation toward the achievement of progressive political, economic, and social objectives that are authoritatively determined in one manner or another."

To him, "development administration is concerned with maximizing innovation for development". He defines innovation for development as the "process of planned or intended change in the direction of modernity or nation-building and socio-economic change". He stressed that: "the problem of how to maximize the effectiveness of a bureaucracy so that it contributes to growth in the direction of modernity or nation-building and socio-economic progress is a problem of how to strengthen innovational forces in the bureaucracy."

Contribution of Riggs

F.W. Riggs made a significant contribution to the field of development administration. He defined development administration as "organized efforts to carry out programmes or projects thought by those involved to serve developmental objectives." He identified two sides of development administration, *viz.* administration of development and development of administration (administrative development). He defined the former as "the administration of development programmes, to the methods used by large-scale organisations, notably government, to implement policies and plans designed to meet their developmental objectives," and the latter as "the strengthening of administrative capabilities." He observed that, "development administration refers not only to a government's efforts to carry out programmes designed to reshape its physical, human, and cultural environment, but also to the struggle to enlarge a government's capacity to engage in such progress." Stressing upon their close interaction, Riggs remarked, "The reciprocal relatedness of these two sides involves a chicken and egg type of causation. Administration cannot normally be improved very much without changes in the environmental constraints (the infrastructure) that hamper its effectiveness; and the environment itself cannot be changed unless the administration of developmental programmes are strengthened."

Characteristics

The development administration has the following characteristics.
   (i)   Change-orientation, that is, bringing about socio-economic change rather than maintenance of status-quo.
  (ii)   Goal-orientation, that is, achieving progress in social, economic, political and cultural goals (result-orientation).
 (iii)   Commitment, that is, high morale and motivation in work situation to achieve the developmental goals.

(iv) Client orientation, that is, meeting the needs of the specific target groups like small farmers, children and so on.

(v) Temporal dimension, that is, completing development programmes within a time limit (time-orientation).

(vi) Citizen-participative orientation, that is, enlisting popular support and involvement in the formulation and implementation of development programmes.

(vii) Innovativeness, that is, replacing or improving the administrative structures, methods and procedures for the effective realisation of developmental goals.

(viii) Ecological perspective, that is, interaction between developmental bureaucracy and its social, economic and political environment.

(ix) Effective coordination, that is, achieving coordination between the multiple specialised units and programmes involved in the developmental tasks (high degree of integration).

(x) Responsiveness, that is, responding to popular needs and demands.

Development vs Traditional

Some Scholars have sought to conceptualise development administration as distinct from traditional administration (non-developmental administration or general administration or regulatory administration). According to them, development administration is public administration with a difference. They stated that both differ from each other in various respects. These differences are summarised below in Table 1.3.

TABLE 1.3   **Development vs Traditional Administration**

Development Administration	Traditional Administration
1. It is change-oriented.	1. It is status quo-oriented.
2. It is dynamic and flexible.	2. It is hierarchical and rigid.
3. It emphasises on effectiveness in goal-achievement.	3. It emphasies on economy and efficiency.
4. Its objectives are complex and multiple.	4. Its objectives are simple.
5. It is concerned with new tasks.	5. It is concerned with routine operations.
6. It believes in decentralisation.	6. It believes in centralisation.
7. It relies heavily on planning.	7. It does not rely as much on planning.
8. It is creative and innovative.	8. It resists organisational change.
9. It practices democratic and participative style of administration.	9. It practices authoritative and directive style of administration.
10. Its scope of operations is very wide.	10. Its scope of operations is limited.
11. It has temporal dimension.	11. It has no time-orientation.
12. It is outward looking.	12. It is inward looking.

However, it needs to be emphasised here that both development administration and traditional administration are complementary to each other. One cannot sustain in the absence of another. Hence, the distinction between the two is unrealistic, untenable and over-simplistic. Moreover, as rightly observed by Ramesh K. Arora that the "impression that development administration is concerned solely with the administration of developing countries can only reduce the utility of the concept of development administration in its application to the comparative analysis of 'developed' and 'developing' countries".

Approaches

The various approaches to development and development administration can be grouped into two categories—early approaches and contemporary approaches.

1. Early Approaches During the 1950s and 1960s, the development theorists explained development in the third world countries in terms of the western model. They believed that the third world countries had to develop in a western way. They emphasised Gross National Product (GNP) as a measure of a nation's progress in development. These early approaches, which were elitist and ethnocentric, include the following:

(i) Economic Approaches These approaches suggested that third world countries should save more and invest it as capital. They emphasised economic growth through industrialisation. This strategy of development was based on the writings of Adam Smith, J.S. Mill, Karl Marx, Keynes, Rostow and others.

(ii) Diffusion Approach This approach propounded by Everett Rogers and R.S. Edari explained development in terms of diffusion, that is, a process by which a third world country adopts capital, technology, and social structure from western industrialised countries.

(iii) Psychological Approaches These approaches advocated by David McClelland, Everett Hagen, Kunkel, Inkeles, and Smith explained development in terms of the presence of some individual personality traits like achivement-motivation, change-orientation, less authoritarian and so on.

(iv) Dependency Theory Andre Gunder Frank, the major exponent of this theory, argued that the persistent poverty of the third world countries is a reflection of their dependency on the western industrialised countries due to colonialism and neo-colonialism.

2. Contemporary Approaches Since the 1970s and 1980s, the development theorists have been focussing on context-based (and not universal) approaches to development. Consequently, there is no single comprehensive theory of development. According to Arvind Singhal, the contemporary theoretical approaches to development are: (a) Pluralistic, recognising many pathways to development; and (b) less western in their cultural assumptions (less elitist, less ethnocentric and more indigenous). He identified the following as key elements in contemporary development approaches:

   (i) Greater equality in distribution of development benefits.
   (ii) Popular participation, knowledge-sharing and empowerment to facilitate self-development by individuals, groups, and communities.
  (iii) Self-reliance and independence in development, emphasising the potential of local resources.
  (iv) Limiting growth of population.
   (v) Integration of 'appropriate' technology with 'big' modern technologies in order to facilitate development.

    Arvind Singhal also identified two trends (shifts) in the contemporary development administration theory. These are:

(i) From Blue-Print to Learning Process The blue-print approach is rigid and closed-ended while the learning process approach is flexible and open-ended. Arvind Singhal observed, "The Blue-print approach emphasises advanced planning 'for' the people. The learning-process approach emphasises planning 'with' the people and doing so during the process of administering a development programme."

(ii) From Production-Centered to People-Centered The production-centered approach involves production of goods and services to maximise returns on investment. It concentrates on industrial growth and urban development. The people-centered approach (also known as participatory approach), on the other

hand, emphasises on the needs of the people, empowerment of people, development of responsive administration, greater socio-economic equality, self-reliance, people-participation, human growth and well-being and sustainability.

PUBLIC AND PRIVATE ADMINISTRATION

Public administration refers to the administration which operates in the governmental setting. Private administration, on the other hand, refers to the administration which operates in the non-governmental setting, that is, business enterprises. Hence they are also known as governmental administration and business administration respectively.

Differences

Public administration is different from private administration in terms of the environment (i.e. institutional setting) in which it operates. Paul H. Appleby, Sir Josia Stamp, Herbert A. Simon and Peter Drucker made a distinction between public and private administrations.

Appleby's View: According to him, public administration is different from private administration in three aspects.
    (i) Political character
    (ii) Breadth of scope, impact and consideration
    (iii) Public accountability.

Josia Stamp's View: According to him, public administration differs from private administration in four aspects.
    (i) Principle of uniformity
    (ii) Principle of external financial control
    (iii) Principle of public responsibility
    (iv) Principle of service motive

Herbert Simon's View: According to him, the distinction between public administration and private administration lies in the popular imagination which relates to three points.
    (i) Public administration is bureaucratic, whereas private administration is business-like.
    (ii) Public administration is political, while private administration is non-political.
    (iii) Public administration is characterised by red-tape, while private administration is free from it.

Drucker's View: According to him, public administration (service institution) is basically different from private administration (business institution). To quote him, "It is different in its purpose. It has different values. It needs different objectives. And it makes a different contribution to society. 'Performance and results' are quite different in a service institution from what they are in a business institution. 'Managing for performance' is one area in which the service institution differs significantly from business institution."

    The *differences* between public and private administrations are:

Political Direction The political character of public administration differentiates it from private administration. Public administration is subject to political direction and control. This is the primary distinction between the two. Paul Appleby argues, "Administration is politics since it must be responsive to the public interest ... . It is necessary to emphasize the fact that popular political processes, which are the essence of

democracy, can only work through governmental organisation, and that all governmental organisations are not merely administrative entities, they are and must be political organisms."

Breadth of Scope, Impact and Consideration   Private administration cannot claim the breadth of scope, impact and consideration of the public administration. In the words of Paul H. Appleby, "The organised government impinges upon and is affected by practically everything that exists or moves in our society. It involves policies and actions of immense complexity. Its fullest possible understanding requires the wisdom of the anthropologist, the historian, the economist, the sociologist, the political scientist, the farmer, the labourer, the merchant, the industrialist, the banker, the politician, the philosopher, and many more."

Public Accountability   Public administration is characterised by public accountability from which private administration is free. Public administration has to function in its environment which consists of the press, political parties, pressure groups, and so forth. Thus, public accountability and responsibility is the hall mark of public administration in a democracy. Paul Appleby observes, "Government administration differs from all other administrative work to a degree not even faintly realized outside, by virtue of its public outcry."

Principle of Uniformity   Public administration has to be consistent in its treatment. In other words, the principle of consistency of treatment is the watch word of public administration. Its acts and decisions are regulated by uniform laws, rules and regulations. Private administration, on the other hand, can practise preferential treatment. In the words of Richard Warner, "A private administration need not worry very much about uniformity in treatment. It can cater for various special needs and purposes, charging often 'what the traffic will bear', without raising the storm of public protest which in the case of public administration would immediately arise if in government one law were devised for the benefit of the rich and another for the poor."

Principle of External Financial Control   The finances of public administration are controlled by the legislature. In other words, legislature authorises the income and expenditure of the executive branch. Private administration, on the other hand, is not subject to the principle of external financial control. It is free to manage its finances as it likes.

Principle of Service Motive   Public administration is characterised by service motive. Its purpose is to serve the public and to promote community welfare. The private administration, in contrast, is characterised by profit motive, not social service. Its objective is to maximise profit. Also, the public administration carries a greater social prestige than the private administration because of its social role.

Legal Framework   Public Administration has to function within the legal framework, that is, within the limits set by the laws, rules and regulations. This makes the public administration rigid in its operation. Private administration, on the other hand, is relatively free from such limits and enjoys flexibility in operation.

Nature of Functions   Public administration differs from private administration in the nature of functions performed by it. Like—

(i) It is more comprehensive than private administration, that is, it covers a wider range of activities.
(ii) Its activities are more urgent and vital for the very existence of society.
(iii) Its services, sometimes, tend to be monopolistic, for example, defence.

Anonymity   Public administrators function anonymously. In other words, the functioning of civil service in government is characterised by the doctrine of anonymity which is the counterpart of the principle of

ministerial responsibility. Thus, the minister assumes responsibility for the actions of the civil servants working under him.

Efficiency Measurement   Public administration differs from private administration in the measurement of efficiency. The resource use or profit earning (i.e. input—output relationship) is the criterion of measuring efficiency in private administration. But the same criterion cannot be applied while measuring efficiency in public administration. According to Peter Self, three kinds of efficiency are relevant in public administration, *viz.*

   (i) administrative or management efficiency as in the case of private administration;
  (ii) policy efficiency, that is, taking the right decisions and choosing appropriate programmes; and
 (iii) service efficiency, that is, clientele satisfaction and development.

Similarities

Even though, they differ in certain respects, there are many similarities between public and private administration. In fact, a group of administrative thinkers like Henry Fayol, M.P. Follet, Lyndall Urwick do not make a distinction between public and private administration.

They are of the view that all administration, whether public or private, is one and possess the same basic features. For example, Fayol says, "The meaning which I have given to the word administration and which has been generally adopted, broadens considerably the field of administrative science. It embraces not only the public service, but enterprises of every size and description, of every form and every purpose. All undertakings require planning, organisation, command, coordination and control, and in order to function properly, all must observe the same general principles. We are no longer confronted with several administrative sciences, but with one which can be applied equally well to public and private affairs."

Similarly, Urwick says, "It is difficult to contemplate seriously a biochemistry of bankers, a physiology of professors, or a psychopathology of politicians. The attempts to subdivide the study of management or administration in accordance with the purpose of particular forms of undertaking seems to many authorities equally misdirected."

The specific *similarities* between public and private administration are as below.
   (i) The managerial techniques and skills of planning, organising, coordinating, controlling, and so on are same in both.
  (ii) Both have uniformity in accounting, filing , statistics, stocking, and so on.
 (iii) Both are organised on the basis of principle of hierarchy, that is, scalar chain.
 (iv) Both are being influenced by the practices and standards of each other. Thus, Pfiffner and Presthus have described the emergence of public corporation as "a half way house between its commercial prototype and the traditional governmental department."
  (v) Both have similarities so far as the problems of organisation, personnel and finance are concerned.
 (vi) The similarity between them is demonstrated by the fact that there is a mutual exchange and rotation of personnel between the two. Hence, the Administrative Staff College of India located at Hyderabad organises common training programmes for the personnel of both public and private sectors.

We can now conclude with the observation made by Dwight Waldo, "The generalisations which distinguish public administration from private administration by special care for equality of treatment, legal authorisation of, and responsibility of action, public justification or justifiability of decisions, financial probity and meticulousness, and so forth are of very limited applicability. In fact, public and private administrations are the two species of the same genus, but they have special values and techniques of their own which give to each its distinctive character."

STATE VERSUS MARKET DEBATE

The 'state versus market debate' is a debate about the respective roles of the state and the market in the society and the economy. Historically, this debate is as old as Adam Smith, the 'Father of Economics'. Recently, this debate has once again assumed importance in the context of liberalisation, privatisation, and globalisation. These economic reforms and structural adjustments are currently underway in many countries, both developed and developing. Moreover, the World Bank's World Development Reports of 1991, 1997, and 2000–2001 have suggested a reappraisal of the respective roles of the state and the market in the contemporary developmental process world-wide.

Theoretical Base

The theoretical base for the rise of state versus market debate lies in the public choice approach of the 1960s and 1970s. This approach to public administration argued for the 'institutional pluralism' (plurality of agencies) in the provision of public goods and services to promote the consumers' preferences. It stated that the administrators and the politicians are concerned with the self-interest rather than public interest. It questioned the central role of the state and the very basis of the government. Hence, it recommended for minimising the role of the state, curbing the functions of government agencies, and transferring various functions of the government to the market.

The public choice approach has given rise to a new paradigm in public administration called 'New Public Management' or 'Entrepreneurial Government', with a dominant market-orientation. This new paradigm calls upon the government to play a more and more 'enabling' role rather than the traditional 'doing' role. In other words, the government should change from a 'doer' of public activities to a 'distributor' of public benefits and 'facilitator', and 'promoter' of change in society and economy. Thus, the new paradigm emphasises the vital role of the market as against the state as the key regulator of society and economy.

Intervention of State

Four dramatic events in the 20th century marked the large-scale intervention of state in society and economy. These were:
   (i) The Russian Revolution of 1917, which led to the control of all economic activity by the state.
   (ii) The Great Depression of the 1930s, which demonstrated the widespread failure of market mechanism.
   (iii) The huge destruction caused by the Second World War, which necessitated large scale socio-economic reconstruction in the West.
   (iv) The emergence of newly independent countries, which embraced the state-dominated development strategies.

The period from 1950 to 1980 was the heyday of state intervention in the society and the economy. In the developed countries of West Europe and the USA, the State intervened to implement the Keynesian theory of macroeconomics. Keynes stated that state intervention through huge investment is necessary to ensure full employment as it is not automatic in capitalism.

In the former USSR and East European socialist countries, the state intervened with a large measure of monolithic top-heavy centralised planning and superceded the market mechanism completely. The success of state planning in achieving rapid industrialisation in these socialist countries, particularly USSR, greatly influenced policy-makers in favour of state intervention.

In the newly independent countries of Asia, Africa, and Latin America, the state intervened to accelerate the process of socio-economic development. These countries did not even possess the preconditions for

development. They were characterised by mass poverty, huge unemployment, ill-health, illiteracy, malnutrition, inequality, small and unbalanced industrial base, lack of infrastructure, and unfavourable land relations. Consequently, the state assumed responsibility not only for the redistribution of assets and income and alleviation of poverty but also for the direct production of goods for investment and consumption.

Failure of State

After the 1980s, the role of state has come under critical review due to the following reasons:
1. The huge growth in public expenditure and the consequent high inflation and high taxation in both developed and developing countries.
2. The fiscal crisis of the welfare state in most of the developed and developing countries.
3. The failure of the state in many developing countries in delivering properly even such fundamental public goods and services as law and order, education, health, housing, transport and so forth.
4. The collapse of command and control economies in the former USSR and East Europe. This contributed to the growing erosion and marginalisation of the state.
5. The high growth rate achieved by Japan, South Korea, Singapore, Hong Kong and Taiwan, which have adopted a policy of limited state intervention and a more open policy.
6. The dismal performances of various public enterprises and the associated huge deficits, especially in developing countries.
7. The collapse of states due to civil strife in several parts of the world as in Afghanistan, Somalia, Liberia, and so on.
8. The excessive state intervention in the economies of developing countries leading to skewed priorities, market distortions, widespread corruption, and inflated bureaucracy.

Market-Friendly Approach

The above developments led to liberalisation, privatisation and globalisation. These economic reforms and structural adjustments stand for a lesser role of the state and a corresponding larger role of the market in the society and the economy. In other words, these indicate the general trend towards 'state minimalism' (government contractionism) and 'market-friendliness' (allowing the market more free play).

While the role of state intervention in development is not denied, it is argued that such intervention must be 'market-friendly'. The World Bank Report (1991) explained the meaning of 'market-friendly' State intervention as follows:
1. Intervene reluctantly, that is, allowing markets to work unless it is demonstrably better to step in.
2. Apply checks and balances, that is, putting interventions continually to the discipline of the international and domestic markets.
3. Intervene openly, that is, making interventions simple, transparent, and subject to rules rather than official discretion.

However, there are also various problems in the market regulated system. Misra and Puri have identified four such problems:
   (i) Widespread imperfections in markets of developing economies.
  (ii) Market decisions do not ensure optimum allocation of resources.
 (iii) Market cannot ensure equilibrium between aggregate demand and aggregate supply.
 (iv) Market mechanism ignores equity.

Therefore, the intervention of State is necessary to offset market failures and to meet market inadequencies and above all, to protect and to promote 'public interest' which is irreplaceable by any market philosophy.

A Balanced View

Thus, the emerging view in development theory is that the market must be allowed to work wherever it can function efficiently and the state must step in promptly and efficiently wherever the market cannot. To put the same thing in the words of World Bank Report (1991), "Governments need to do less in those areas where markets work, or can be made to work, reasonably well. At the same time, governments need to do more in those areas where markets alone cannot be relied upon."

The World Bank Report (1997) also clearly endorsed the same view when it stated that, "The state is central to economic and social development, not as a direct provider of growth but as a partner, catalyst, and facilitator. The state is essential for putting in place the appropriate institutional foundations for markets." According to the Report, five fundamental tasks lie at the core of every government's mission, without which sustainable, shared, and poverty-reducing development is impossible. They are:

(i) Establishing a foundation of law.

(ii) Maintaining macroeconomic stability.

(iii) Investing in basic social services and infrastructure.

(iv) Protecting the vulnerable.

(v) Protecting the environment.

We, now sum up our discussion on state versus market with the observations made by the World Bank Report (1991):

"A Central issue in development is the interaction between governments and markets. This is not a question of intervention versus laissez faire—a popular dichotomy, but a false one. Competitive markets are the best way yet found for efficiently organising the production and distribution of goods and services. Domestic and external competition provide the incentives that unleash entrepreneurship and technological progress. But markets cannot operate in a vacuum—they require a legal and regulatory framework that only governments can provide. And, at many other tasks, markets sometimes provide inadequate or fail altogether. That is why governments must, for example, invest in infrastructure and provide essential services to the poor. It is not a question of state or market: each has a large and irreplaceable role."

NEW PUBLIC ADMINISTRATION

The Minnowbrook Conference held under the patronage of Dwight Waldo gave rise to 'new public administration' in the late 1960s. The following are the major landmarks in the rise and growth of new public administration.

(i) The Honey Report on Higher Education for Public Service, 1967, in the USA.

(ii) The Philadelphia Conference on the Theory and Practice of Public Administration, 1967, in the USA (Chairman: James C. Charlesworth).

(iii) Publication of Dwight Waldo's Article *Public Administration in a Time of Revolutions*

Toward a New Public Administration The Minnowbrook Perspective

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