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PUBLIC POLICY AND PUBLIC ADMINISTRATION

Introduction:

- ▶ Administration is a part and parcel of our daily life.
- ▶ It is a complex process involves different things and a lot of activities
- ▶ Human beings are living in accordance with the policies and activities done by the administrators.
- ▶ Thus administration is everywhere with us from ‘womb to tomb’.

Meaning of Administration

- ▶ The term 'Administration' has been derived from the Latin word 'ad' and 'ministrare' which means 'to serve'.
- ▶ In simple words it means 'care for' or to 'look after' people, to 'manage affairs'.
- ▶ Any cooperative human effort towards achieving some common goals is also known as administration.
- ▶ Thus every group activity involves some kind of administration whether it is in a family, factory, hospital, company, university or in a government department.
- ▶ Thus Administration permeates all organised human activities

Definitions of Administration

- ▶ **Pfiffner and Presthus** define administration as “organization and direction of human and material resources to achieve desired ends.”
- ▶ L D White define Administration is “the direction, coordination and control of many persons to achieve some purpose or objective.
- ▶ Herbert a Simon said “in its broadest sense, administration can be defined as the activities of groups cooperating to accomplish common goals”
- ▶ Luther Gulick pointed out that “Administration has to do with getting things done, with the accomplishment of defined objectives”.

What is Public Administration?

- ▶ Public Administration is an activity as old as our ancient civilization
- ▶ an independent discipline or a branch of study
- ▶ Woodrow Wilson published an article in political science journal in 1887 titled as 'the study of administration'
- ▶ It was considered as the first article mentioning of Public Administration. Public Administration is government in action

Definitions of Public Administration

- ▶ According to **Woodrow Wilson**, the father of public administration; “Public Administration is the detailed and systematic application of law. Every particular application of law is an act of administration.”
- ▶ **Encyclopedia Britannica** defines public administration as “the application of a policy of a state through its government”
- ▶ **L.D. White** said “Public Administration consists of all those operations having for their purpose the fulfilment or the enforcement of public policy”.
- ▶ **Wright Waldo** “Public Administration is the art and science of management as applied to the affairs of State.”

NATURE OF PUBLIC ADMINISTRATION

There are two views regarding the nature of Public Administration, that is

1. Integral view and 2. Managerial view

▶ 1. Integral view

- ▶ 'administration' is the sum total of all the activities manual, clerical, managerial, technical etc.,
- ▶ all the acts of officials of the government from the Attendant to Secretaries to the government and Head of the State constitute Public Administration
- ▶ Administration. Thus the activities of the errand boy, the foreman, the gatekeeper to the secretary to the government and the managers in an enterprise constitute administration.
- ▶ Thus it is a broader view of administration.

2. Managerial view

- ▶ it considers the administration in a narrower sense.
- ▶ the managerial activities of people who are involved in planning, organizing, commanding, coordinating, and controlling constitute public administration
- ▶ It considers only the work of those persons engaged in performing managerial functions.

SCOPE OF PUBLIC ADMINISTRATION

1. POSDCORB view
2. The Subject Matter view

▶ 1. POSDCORB view:

- ▶ This is a narrow view of public administration
- ▶ it takes into account only the executive branch of the government
- ▶ this view corresponds with the managerial view
- ▶ Hendry **fayol** ,**L.Urwick**, **Fercey M. Queen** and **Luther Gulick** are the main supporters of this view.
- ▶ Luther Gulick's has explained in detail. He sums up these techniques in the word POSCORB.
- ▶ each letter of which describe one technique.

- ▶ These letters stands for:
- ▶ **P**= Planning,
- ▶ **O**= Organization,
- ▶ **S**=Staffing,
- ▶ **D**=Directing,
- ▶ **CO**= Co-ordination
- ▶ **R**=Reporting
- ▶ **B**= Budgeting
- ▶ The POSDCORB view takes into consideration only the common techniques of the administration and ignores the study of the ‘Subject Matter’ with which the agency is concerned.
- ▶ the scope of administration is defined very narrowly, being too inward looking and too conscious of the top management.

2. The Subject Matter view

- ▶ This function comprises line functions or services meant for people
- ▶ Public administration also deals with the substantive matters of administration, such as Defense, Law and Order, Education ,Public Health ,Agriculture, Public works, Social Security, Justice , Welfare, etc..
- ▶ These services require not only POSDCORB techniques but also have important specialized techniques of there

EVOLUTION & DEVELOPMENT OF PUBLIC ADMINISTRATION

- ▶ Public administration as a discipline is not a very old one.
- ▶ it was originated in 1887.
- ▶ the former American president Woodrow Wilson wrote an article entitled 'the study of Administration' in 'political science quarterly'.
- ▶ Public Administration as a separate subject of study originated and developed in the USA.
- ▶ The scientific management movement advocated by F.W.. Taylor,
- ▶ in the 19th century, industrialization which gave rise to large scale organizations,
- ▶ the emergence of the concept of welfare state
- ▶ the movement for government reform due to negative consequence of spoils-system
- ▶ All have contributed to the growth of Public Administration.

phase of development

- ▶ 1. First Stage : Public Administration Dichotomy 1887-1926
- ▶ 2. Second Stage : Principles of Administration 1927-1937
- ▶ 3. Third Stage : Era of Challenge 1938-1948
- ▶ 4. Fourth Stage : Crisis of Identity 1948-1970.
- ▶ 5. Fifth Stage : Public Policy Perspective 1971- 1991.
- ▶ 6. Sixth Stage : Rowing to Steering 1991- continuing.



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Module 2: Public Policy

2.1 Introduction:

- ▶ Public policies are as old as governments
- ▶ To cope with the varied. Problems and demands of the people the government has to make many policies, these policies are called public policies.
- ▶ as a academic pursuit Public Policy emerged in the beginning of 1950s.
- ▶ It is a frequently used term in our daily life and in academic literature.
- ▶ it is an area which deals with the sphere called “ PUBLIC”.
- ▶ it is a new branch of policy science
- ▶ The concept of Policy Sciences was first formulated by Harold Lasswell in 1951

2.2 Meaning of Public Policy

- ▶ Robert Eye Stone terms public policy as "the relationship of government unit to its environment.
- ▶ Thomas R. Dye says that "public policy is whatever government chooses to do or not to do"
- ▶ Richard Rose says that "public policy is not a decision, it is a course or pattern of activity.
- ▶ From these definitions,
 1. it is clear that public policies are governmental decisions,
 2. and are actually the result of activities which the government undertakes
 3. in pursuance of certain goals and objectives.
 4. It involves a well planned pattern or course of activity.

2.3 Nature and Objectives of Public Policy:

- ▶ Public Policies are goal oriented.
- ▶ Public policy is the outcome of the government's collective actions.
- ▶ Public policy is what the government actually decides or chooses to do.
- ▶ Public policy is positive in the sense
- ▶ it depicts the concern of the government 'and involves its action to a particular problem on which the policy is made.
- ▶ identify some problem that needs solving
- ▶ enumerate the possible courses of action that might address the problem.
- ▶ analyze the likely consequences of these various actions. This often involves quantitative analysis

Difference between policy and rules

▶ Policy definition:

- Declaration of goals
- A declaration of course of action
- A declaration of general purpose

▶ Characteristics of policy

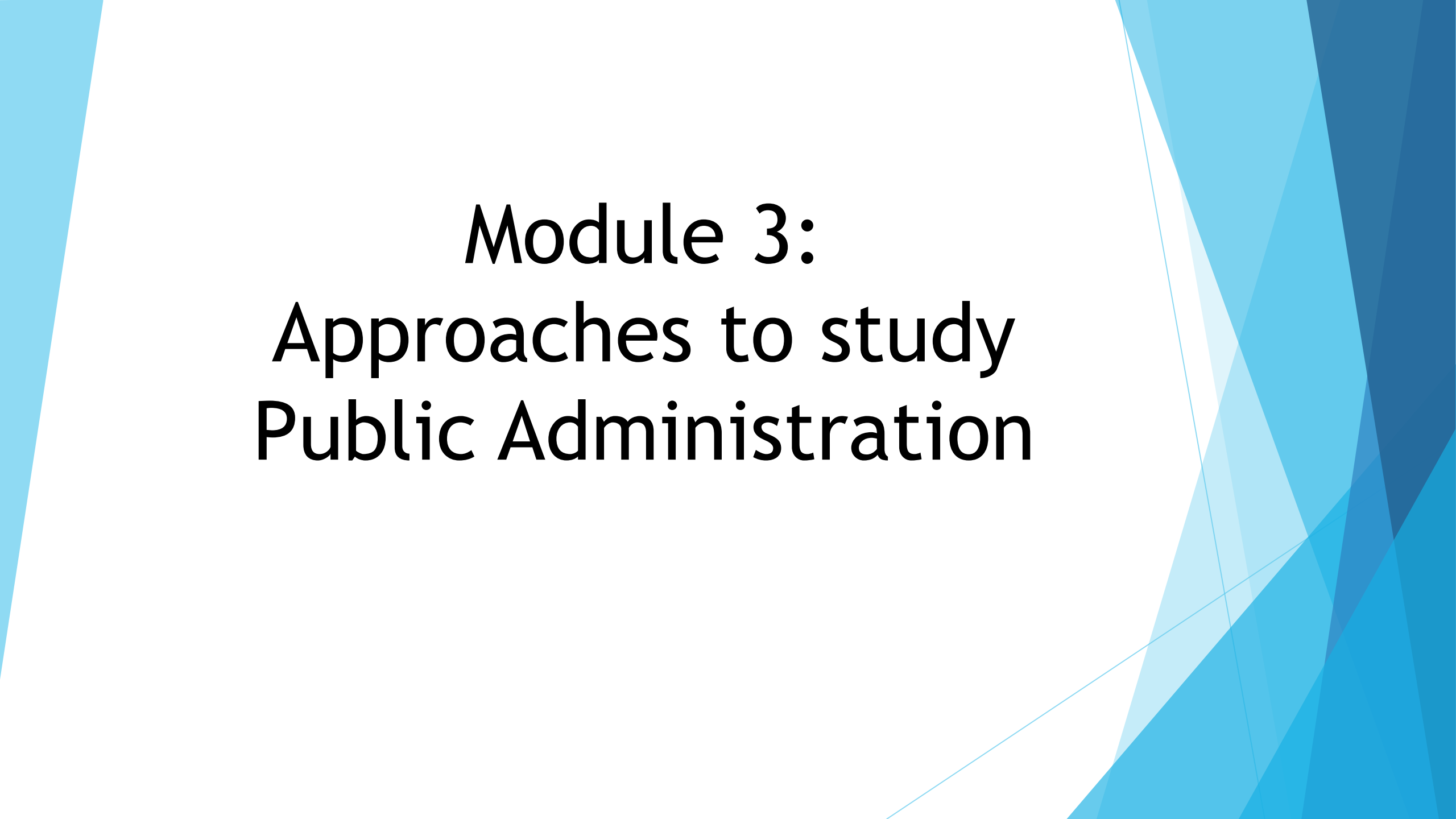
- Course of action to fulfil purpose
- Government action
- Based on law and authoritative
- Through decision making

▶ **Definition of rules:**

- Rules are guidelines provided for proper functioning
- Rules are meant to guide the citizen
- A set of explicit or understood regulations or principals

➤ **Characteristics of rules:**

- Rules explains expected behaviour
- Rules makes officials more responsible
- Rules are necessary for stability and continuity

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Module 3: Approaches to study Public Administration


Traditional Approach:

A) Woodrow Wilson

B) Max Weber

A) Woodrow Wilson

- ▶ Prof. Woodrow Wilson is called the ‘Father of Public Administration
- ▶ distraction between Political Science and Public Administration
- ▶ He argued for a science of administration “Which shall seek to straighten the paths of government
- ▶ the state of US was facing with two major problems-
 - Socio-economic problems
 - Progressive movement
- ▶ To overcome these problems Wilson proposed the concept of Politics- Administrative Dichotomy between Politics and Administration
 - Politics is different and separated from administration.
 - Administration questions are not political questions

- 
- ▶ Basic Arguments-It is harder to run a constitution than to frame it
 - ▶ The science of administration should seek to
 - Straighten the paths of the Govt.
 - Make its business more business like
 - Strengthen and purify its organization
 - Crown its duties and dutifulness.

B) Max Weber

- ▶ Max Weber was a German sociologist who is credited the first proper theory of bureaucracy.
- ▶ Bureaucracy was first coined in 1745 which literally means 'desk rule'.

▶ TYPES OF AUTHORITY:

1) Charismatic Authority: It is based on following a leader who has personal charismatic

2) Traditional Authority: it is the most universal and primitive type of authority structure (kings, feudal)

3) Legal-Rational Authority (bureaucracy) : It is called 'rational' because the means are clearly designed to achieve certain specific ends.

It is called 'legal' because authority is exercised by system of rules.

Recent Approaches:

- 1) Public Choice Theory/ Approach
- 2) Good Governance
- 3) Public management Approach

1) Public Choice Theory/ Approach

- ▶ A great landmark in the evolution of Public Administration was the emergence of ‘public choice’ approach
- ▶ it came into existence in the 1960s.
- ▶ Emerged as the critique of Bureaucratic Theory.
- ▶ It deals with the possibility of institutional pluralism in the provision of public goods and services.
- ▶ Public choice is the economic theory of the politics
- ▶ Vincent Ostrom challenged the conventional idea of bureaucratic administration and has developed a concept of “democratic administration”

- ▶ Public choice theory introduces competition in public administration to make it more efficient and responsive.
(an individual must be given choices for buying a product)
- ▶ Contribution of William Niskanen to the Public Choice Theory :
 - Increase in the competition among the bureau for the supply of the same public service.
 - change in the incentives to include more efficient behaviour
 - Shift career bureaucracy to public bureaucracy.

Public choice emphasis the following:

- ▶ Antibureaucratic Approach
- ▶ Institutional Pluralism, plurality of agencies to promote consumer's preferences
- ▶ Divers democratic decision-making centres
- ▶ Decentralization of administrative authority
- ▶ People's participation in administration

Good Governance:

- ▶ The society has always searched for the good governance and that search is an endless one.
- ▶ What is Good Governance ?
it is difficult to precisely answer this question. It is search for ideal administration. An ideal administration does not exist just as an ideal state has never existed.
- ▶ the word “GOOD” has to be interpreted in terms of societal values.

Meaning:

- ▶ **Government:** a machinery and institutional arrangement of exercising the sovereign power of the political community.
- ▶ **Governance:** a form of political system and the manner in which power is exercised in utilising country's economic and social resources.
- ▶ **Good Governance:**
 - A. Oxford dictionary defines: “ it is the act or manner of governing or the way of control.”
 - B. Pai Pannikar Defines: “the Governance is good which is based on the basic values of the society.

The indicators of Good Governance

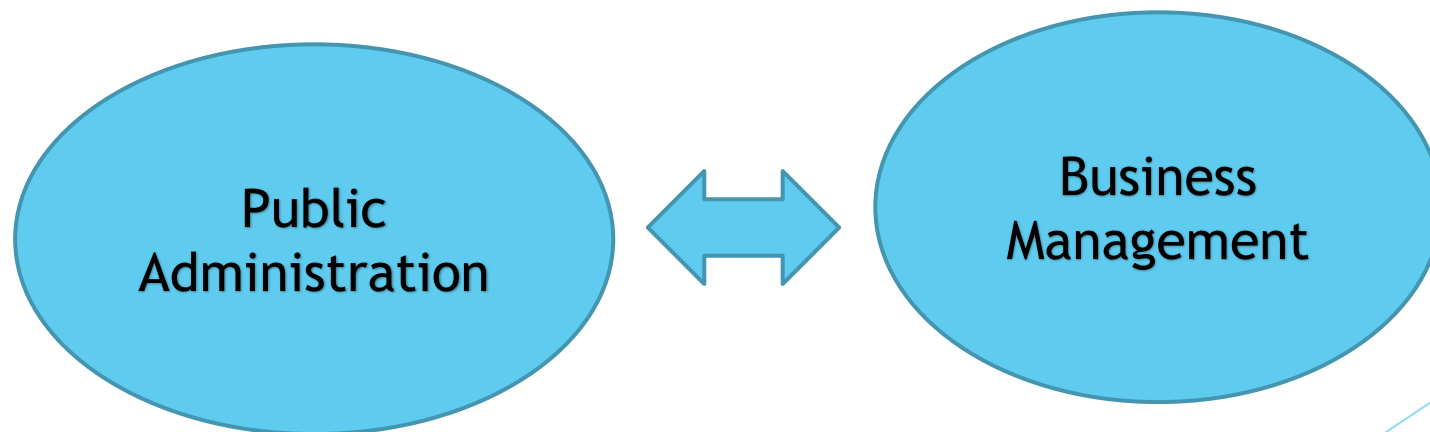
- ▶ Sharma and Sharma have discussed the ten indicators of good governance from **Kautilya's *Arthashastra***.
- ▶ the end of good governance is happiness and welfare of the people.
- ▶ The good governance should promote rational will and moral power of people

Characteristics of Good governance:

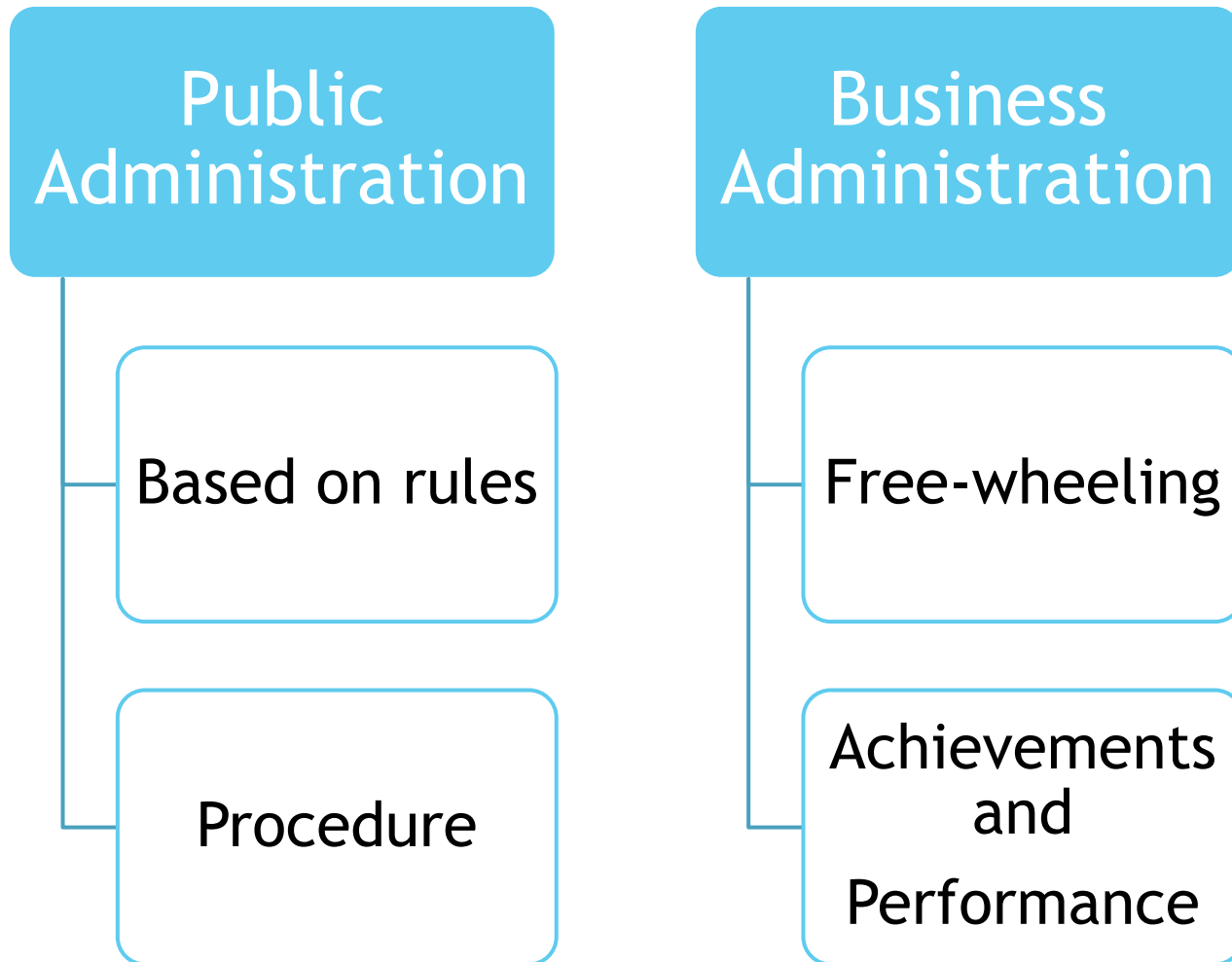
- ▶ Participation
- ▶ Transparency
- ▶ Rule of law
- ▶ Responsiveness
- ▶ Consensus oriented
- ▶ Equity and inclusiveness
- ▶ Effectiveness and efficiency
- ▶ Accountability

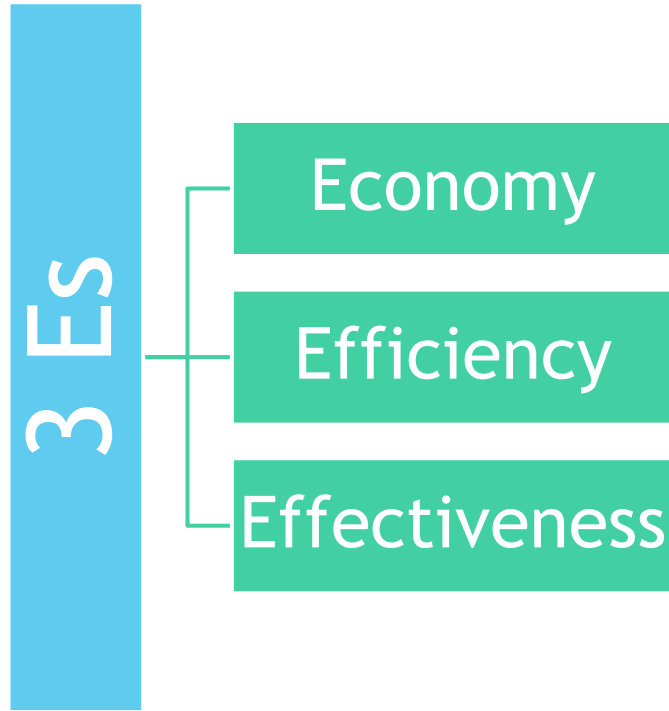
New Public Management:

- ▶ The term new public management was coined by Christopher hood. (1990s)
- ▶ NPM is also called
 1. Managerialism
 2. Market based public administration
 3. 'third way' between public administration and private administration
- ▶ NPM brings two concepts



Difference between Public administration and Business Management:





- Ronald Reagon (USA) and Margaret Thatcher (UK) made few changes in the public administration of their respective country.
 - Introduced 3 Es
 - Skills of Management
 - Focus on performance

8 paradigms of NPM:

- ▶ Decentralising authority, providing flexibility
- ▶ Ensuring higher performance and accountability
- ▶ Developing competition and choice
- ▶ Providing responsive service
- ▶ Improvising the management of human resource
- ▶ Optimizing information technology
- ▶ Improvising the quality of regulation
- ▶ strengthening the functions of centre

The three attributes of public management

A. Localization:

- A. it seeks the relocation of the power to local level of the government
- B. The local governance can take actions on local problems quickly

B. Externalisation:

- A. it refers to introducing the non-governmental agencies to the public administration

C. De bureaucratisation:

- A. to avoid the delays of the service
- B. it means the decentralization of authorities

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Post 1990's Approach:
Development Administration

What is development?

- ▶ The overall goal of development is to increase the economic, political, and civil rights of all people across gender, ethnic groups, religions, races, regions and countries
- ▶ development is complex concept which intended to bring social & material advancements with greater equality, freedom & other value qualities for the people.
- ▶ Development is end result of public Administration
- ▶ Development is a continuously changing concept. with the change of time

Background to the concept of development administration:

- ▶ After World War- II
- ▶ ‘Welfare state’
- ▶ Newly emerged countries were transforming from underdevelopment to developing country
- ▶ To achieve the need was felt to create a separate branch/approach public administration
- ▶ This approach was created to focus the socio-economic problems of developing countries
- ▶ Thus the nation of developing administration was born.

Meaning of development Administration

1. Weidner defines, “The process of guiding an organization toward the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or the other”
2. Mohit Bhattacharya, “ Administrative ideology of the developing country”
3. Development administration is that aspect of public administration which focuses on government-influenced change towards progressive, political, economic and social objectives.

The definitions used in two interrelated senses

1. Administration of development:

- ▶ The state plays the leading role in bringing development
- ▶ To bring development the administration should focus on the needs & desires of peoples
- ▶ Plan, programme, policies, projects

2. Development of administration:

- ▶ In order to achieve this above things development administration is focused on
- ▶ Professional & specialised personnel
- ▶ introduction of new idea
- ▶ Administrative reorganisation

Difference between traditional and development administration

Traditional Approaches

Regulatory administration

Oriented towards economy and efficiency

Centralised decision making system

Emphasis on maintenance of status quo

Development Administration

Rapidly changing environment

Oriented towards growth and efficiency

Wide sharing decision making

Dynamic, adaptive, futuristic

Feature/Nature of development Administration:

- ▶ Change Orientation: Socio-Economic change
- ▶ Goal Orientation: focus on productivity
- ▶ Innovative Administration: welcomes new ideas
- ▶ Client-Oriented Administration: satisfaction of need of people
- ▶ Participation-Oriented Administration: Citizens participation
- ▶ Ecological Perspective: interaction between the administration and environment
- ▶ Empirical Approach: based on experiences.

Scope of Development Administration:

- ▶ Programme planning
- ▶ Project management
- ▶ Area Development
- ▶ Personal development

Characteristics

- ▶ Goal-oriented Administration
- ▶ Participation of people
- ▶ Planned and Coordinated Efforts
- ▶ Creativity and Innovativeness-
- ▶ Responsiveness and Accountability
- ▶ People cantered Administration
- ▶ Keeping in Touch with Social Realities