

MEANING & NATURE OF THE STUDY OF P.A.

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INTRODUCTION:

- Public Administration is essentially a branch of the study of Political Science.
- It is an aspect of governmental activity.
- It is the study of the government in action.
- Administration of a nation is a routine but a dynamic process. It is a continuing affair as it forms the permanent executive.
- Its success depends much upon its adaptation to the changing times without sacrificing its basic principles and firmness.
- It assists the political executive whether it is parliamentary or presidential or any other forms of government.

MEANING & DEFINITIONS:

- ⦿ Public administration is a part of the wider field of administration.
- ⦿ The word administer is derived from the Latin word '*Ministriare*' which means to serve.
- ⦿ In its common usage the term administer means managing the affairs of the people.
- ⦿ Administration is the management or proper ordering in the collective activities of the human beings and as most human activities are collective and cooperative; administration is a general process discernible in every group activity whether private or public, large or small.

DEFINITIONS:

- Pfiffner has defined administration as “the organization and direction of human and material resources to achieve the desired ends.”
- Thus, administration is a collective activity directed towards the attainment of specific goal.
- But every collective activity cannot be called as administration.
- Administration is only that type of collective activity which involves rational organization and management of men and material.
- Two factors namely, organization and management are the principal features of the administrative activity.

WHAT IS PUBLIC ADMINISTRATION?

- ⦿ Rational activity involving organization and management of men and material to achieve the desired goal may found in a group big or small.
- ⦿ It is found in a club, a society, an association, corporations and states.
- ⦿ When the term refers to the activities of a club, an association, a company, it is called private administration and when it refers to the states, central, regional local governments, it is called Public Administration.

DEFINITIONS OF P.A.

- ⊙ PA has been variously defined by different writers.
- ⊙ Some important definitions are as follows –
- ⊙ “PA consists of all those operations having for their purpose the fulfillment or enforcement of public policy” – L.D. White.
- ⊙ “PA is a detailed and systematic execution of Public Law” – Woodrow Wilson.
- ⊙ “PA is the art and science of management as applied to the affairs of the state.” – Waldo.

NATURE OF PA:

- ◉ The term P.A. is used in two different senses –
- ◉ **In its wider sense, it includes the work involved in the actual conduct of governmental affairs.**
- ◉ In other words it means the government in action including the work of all the three branches of government.
- ◉ This wider view has been taken by L.D. White, Woodrow Wilson, Pfifner, Marshall E. Dimock and others.
- ◉ **In its narrow sense, PA is concerned only with the activities of the executive branch.**
- ◉ This view has been supported by Gullick, Simon, Willoughby, Fayol and others.

NATURE OF PA

- ⦿ There exist two different views regarding the nature of Public administration as an academic discipline, they are – **a. Integral View & b. Managerial view .**

A. INTEGRAL VIEW:

- ⊙ According to this view the **PA is the sum total of all the activities undertaken in pursuit of and in the fulfillment of public policy.**
- ⊙ **These activities includes not only managerial but also manual, clerical and technical activities.**
- ⊙ Thus the activities of all persons from top to bottom constitutes administration, although they are of varying significance to the running of administrative machinery.
- ⊙ Thus, the activities of the attender, peon, foreman, gate-keeper, as well as secretaries to government and managers in a firm form the administration.

INTEGRAL VIEW

- ⊙ Thus, the activities of the government falling in the sphere of legislative, executive or the judicial branches of the government comes under the scope of PA.
- ⊙ This comprehensive view point can be discerned in the writings of **L.D. White, Dimock, Woodrow Wilson, Pfiffner and others.**

B. MANAGERIAL VIEW:

- ◉ Managerial view **is the restrictive view** of the nature of PA.
- ◉ According to this view, PA is the work of only those persons who are engaged in the performance of managerial functions in an organization.
- ◉ It is these persons who shoulder the responsibility of keeping the enterprise to run most efficiently.
- ◉ Their job is to plan, organize, coordinate, etc. so as to achieve the desired ends.
- ◉ In short, according to this view, **PA is concerned only with such activities of the executive branch of the government involving the organizational and managerial techniques.**
- ◉ **Luther Gullick, Herbert Simon, Smithburg & Thompson** and others subscribe to this view of administration.

NATURE OF PA

- ⊙ The above two views differ from each other in many respects.
- ⊙ But neither of the above views is without defects.
- ⊙ The correct meaning of the term administration would depend upon the context in which it is used.
- ⊙ As a study, PA examines every aspect of the governments efforts to discharge the laws and to give effect to public policy.
- ⊙ As a process it is all the steps taken to discharge public policy effectively.
- ⊙ And as a vocation it is organizing and directing the activities of others in a public agency.

SCOPE OF PA:

- ⊙ There are two conflicting views on the scope of Public Administration. They are –
 - a. **Broad View &**
 - b. **Narrow view.**
- ⊙ According to the broad view, the scope of public administration **includes all the activities of the three branches of the government.**
- ⊙ On the other hand, according to the narrow view, the scope of public administration **includes the activities of the administrative branch of the government only.**

SCOPE OF PA

- ◉ The scope of PA embraces naturally the entire area and all the activities of the government.
- ◉ But in actual practice, the term has come to signify primarily **organization, personnel, practices and procedures** essential to the effective performance of the civilian functions of executive function of the government.
- ◉ In other words, PA is not concerned with all the three branches of the government **but studies only a part of the executive branch, that is the policy executing branch or the administrative branch which forms a subordinate unit of the executive.** In fact PA is the executive in action.

SCOPE OF PA

- Several writers have defined the scope of PA differently.
- **Luther Gullick** sums up the scope of the subject by the letters of the word '**POSDCORB**' by which he means -
 - **planning,**
 - **organizing,**
 - **staffing,**
 - **directing,**
 - **coordinating,**
 - **reporting &**
 - **budgeting.**

LUTHER GULLICK ON SCOPE

1. **Planning:** means working in broader outline, the things that needs to be done and the methods to be adopted to accomplish the purpose.
2. **Organizing:** It means the establishment of the formal structure of authority through which work is sub-divided, arranged, defined and coordinated.
3. **Staffing:** It means the recruitment and training of personnel and heir conditions work.
4. **Directing:** It means making decisions and issuing orders and instructions.

LUTHER GULLICK ON SCOPE

5. **Coordinating:** It means inter-relating the work of various divisions, sections and other parts of the organization.
6. **Reporting:** It means informing the agency to whom the executive is responsible about what is going on.
7. **Budgeting:** It means providing the necessary funds for execution of policy.

LUTHER GULLICK ON SCOPE

- ⊙ According to Gulick, the POSDCORB activities are common to all organizations.
- ⊙ They are the common problems of the management which are found in different agencies regardless of the peculiar nature of work they do.
- ⊙ However, the POSDCORB view of the scope of public administration has been criticized on many grounds.
- ⊙ Firstly it is criticized on the ground **that it overlooks the fact that different agencies are faced with different administrative problems which are peculiar to the nature of services they render and the functions they perform.**

LUTHER GULLICK ON SCOPE

- ◉ Another defect of this view is that it takes into account only the common techniques of administration and **ignores the study of the subject matter with which an agency is concerned.**
- ◉ Thus, Gullick's approach is technique oriented rather than subject oriented.
- ◉ Then the POSDCORB view is criticized on the ground that **it ignores human relations approach.**
- ◉ It gave more importance to the structure and methods of working and ignored human element which really form the heart of PA.
- ◉ In a way **it also attempted to restrict the scope of the study of PA.**

PROF. WALKER'S VIEWS ON THE SCOPE:

- A more comprehensive account of the scope of PA has been given by Prof. Walker by dividing it into two parts, namely -
 - a. **Administrative theory &**
 - b. **Applied Administration.**
- a. **Administrative theory:**
 - It includes the study of structures, organizations, functions, and methods of all types of public authority engaged in carrying out the administration at all levels, that is national, regional, local, etc.
 - The main emphasis is to find out certain principles of administrative action which can be usefully applied in practical administration.

PROF. WALKER'S VIEWS ON THE SCOPE:

b. Applied Administration:

- ⊙ It is difficult to give a comprehensive statement as to what the applied administration should exactly include because of the new and fast growing field of PA.
- ⊙ However, Walker has made an attempt to classify the main forms of applied administration on the basis of 10 principal functions which he calls as political, social, economic, foreign, imperial and local.

APPLIED ADMINISTRATION:

- The ten principal fields of applied administration are –
 1. **Political Administration:** It includes a study of executive, legislative relationship, politico-administrative activities of the cabinet, minister official relationship, etc.
 2. **Legislative Administration:** It includes Delegated legislation, preparatory work done by the officials in drafting of bills for enactment, etc.
 3. **Financial Administration:** It includes the whole of Financial Administration from preparation to enactment of the budget.

APPLIED ADMINISTRATION:

4. **Defensive Administration:** It includes the study of Military Administration.
5. **Educational Administration:** It covers all aspects of all aspects of educational administration.
6. **Social Administration:** all the administration in the social field such as housing, food, social security and employment, etc.
7. **Economic Administration:** It covers all administrative activities in the economic field like that of industry, agriculture, foreign trade, commerce, public enterprises, etc.

APPLIED ADMINISTRATION:

8. **Foreign Administration:** it covers foreign administration which includes international cooperation, international agencies for peace and prosperity, diplomacy, etc.
9. **Local Administration:** It also covers administration of local bodies, panchayaths, corporations, etc.
10. **Imperial Administration:** Administration of a nation by a foreign country is called imperial administration which constitutes another part of administration.

SCOPE

- ⊙ Although there is much of overlapping in the classification of Walker, it is a good attempt at an exhaustive definition of applied administration.
- ⊙ The present administration is concerned not only with developing the administrative techniques but it has also become important for him to study the ecological and human aspects of public administration.

CONCLUSION:

- ◉ In short, PA is a means to the attainment of the object of state itself i.e. the attainment of good life.
- ◉ The scope of PA has increased tremendously with the development of the concept of welfare state.
- ◉ The expansion of government functions inevitably increased the number of administrative agencies, the number of officials and the number of employees in modern public administrative system.
- ◉ The administrative system consequently grows and becomes diverse, and hence, the scope of PA has become very wide and comprehensive.