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PERSPECTIVES ON PUBLIC ADMINISTRATION

B.P.A.C.-101

B.A. Public Admn. (Hons.) - 1st Semester

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(Publishers of Educational Books)

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PUBLIC ADMINISTRATION**

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QUESTION PAPER

June – 2023

(Solved)

PERSPECTIVES ON PUBLIC ADMINISTRATION

B.P.A.C.-101

Time: 3 Hours]

[Maximum Marks : 100

Note: Answer any five questions of the following, selecting at least two questions from each Section. Each question carries equal marks.

SECTION-I

Q. 1. Discuss the meaning, nature and scope of Public Administration.

Ans. Ref.: See Chapter-1, Page No. 3, Q. No 1 and Q. No. 2.

Q. 2. “Post-Weberian bureaucratic narratives shook the foundation of Weber’s ideal type bureaucracy.” Comment.

Ans. Ref.: See Chapter-4, Page No. 35, ‘Post-Weberian Bureaucratic Narratives’.

Q. 3. Explain the different models of decision-making.

Ans. Ref.: See Chapter-6, Page No. 54, ‘Models of Decision-Making’.

Q. 4. Examine the nature of public policy approach.

Ans. Ref.: See Chapter-8, Page No. 73, ‘Nature of Public Policy Approach’.

SECTION-II

Q. 5. Explain the fused, prismatic and diffracted models for developing societies.

Ans. Ref.: See Chapter-10, Page No. 92, ‘Fused-Prismatic-Diffracted Model for Developing Societies’.

Q. 6. “Public Administration has evolved through five critical phases.” Discuss.

Ans. Ref.: See Chapter-11, Page No. 102, Q. No. 2.

Q. 7. Describe the basic features of Public Choice Approach.

Ans. Ref.: See Chapter-12, Page No. 107, ‘Basic Features of PCA’.

Q. 8. Explain the characteristics of good governance.

Ans. Ref.: See Chapter-15, Page No. 135, Q. No. 2.



QUESTION PAPER

December – 2022

(Solved)

PERSPECTIVES ON PUBLIC ADMINISTRATION

B.P.A.C.-101

Time: 3 Hours]

[Maximum Marks : 100

Note: Answer any five questions of the following, selecting at least two questions from each Section. Each question carries equal marks.

SECTION-I

Q. 1. Examine the concept, significance and scope of public administration.

Ans. Ref.: See Chapter-1, Page No. 3, Q. No 1 and Q. No. 2.

Q. 2. Explain the major achievements of Hawthorne Experiment under Elton Mayo.

Ans. Ref.: See Chapter-5, Page No. 52, Q. No 2.

Q. 3. 'The Administrative Management School has become a subject of appraisal by modern management thinkers.' Comment.

Ans. Ref.: See Chapter-3, Page No. 25, 'Administrative Management Approach: An Appraisal'.

Q. 4. Discuss the views of Hegel and Marx on Bureaucracy.

Ans. Ref.: See Chapter-4, Page No. 34, 'Hegel's Perspectives on Bureaucracy' and 'Marx's Views on Bureaucracy'.

Q. 5. Write short notes on each of the following:

(a) Limitations of Public Policy Approach

Ans. Ref.: See Chapter-8, Page No. 79, Q. No 6.

(b) New Directions in Policy Science Approach

Ans. Ref.: See Chapter-9, Page No. 87, Q. No 4

SECTION-II

Q. 6. Describe the concept and features of governance.

Ans. Ref.: See Chapter-15, Page No. 134, Q. No 1, Page No. 135, Q. No. 2.

Q. 7. Examine the impact of New Right Philosophy on New Public Management.

Ans. Ref.: See Chapter-14, Page No. 125, 'Impact of New Right Philosophy'.

Q. 8. Explain the features of Prismatic Society, as identified by Fred Riggs.

Ans. Ref.: See Chapter-10, Page No. 95, Q. No 2.

Q. 9. Examine the factors for the rise of Post-modernism.

Ans. Ref.: See Chapter-16, Page No. 146, Q. No 5.

Q. 10. Write short notes on the following:

(a) Gender of Governance

Ans. Ref.: See Chapter-17, Page No. 153, 'Gender of Governance'.

(b) Pursuit of Public Interest

Ans. Ref.: See Chapter-13, Page No. 121, Q. No 4.



Sample Preview of The Chapter

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PERSPECTIVES ON PUBLIC ADMINISTRATION

Concept and Significance of Public Administration

1

INTRODUCTION

Public administration deals with government machinery and procedures, serving as the action-oriented part of governance. It acts both as a public service institution and a centre of power. While providing services to the people and promoting public interest, it can also be preoccupied with its own privileges. The onset of Liberalisation, Privatisation, and Globalisation (LPG) brought a paradigm shift from traditional to New Public Management (NPM) model, emphasising market forces for effective governance. Concepts like Competition State, debureaucratization, and downsizing gained prominence worldwide. This transformed public administration into a complex system focused on enlightened public governance, incorporating performance measurement and autonomy for organisations and individuals.

CHAPTER AT A GLANCE

MEANING OF PUBLIC ADMINISTRATION

Public administration is a crucial component of the broader concept of administration, which requires an understanding of the term 'administration' itself. Derived from the Latin word administrator, 'administration' literally means 'management of affairs' pertaining to both public and private matters. It is a cooperative process that aims to achieve laid down goals and objectives, involving the organisation and direction of human and material resources.

Administration serves as a universal process occurring in various institutional settings, categorised into public administration (governmental setting) and private administration (non-governmental, business enterprises). It involves a group effort to achieve common goals in a purposive and coordinated manner.

Public administration is often misinterpreted as mere bureaucracy, but it extends beyond government institutions to private and third-sector organisations. It is a discipline concerned with organising and formulating public policies for the welfare of the people within a political context. In essence, public administration embodies the art and science of managing state affairs and serves as the means by which government goals are realised. It encompasses both an activity and a subject of intellectual inquiry. Before exploring the nature of public administration, it is important to define administration, organisation, and management, which are used interchangeably, but hold distinct meanings. Administration sets objectives and broad policies for an organisation and its management, while the organisation combines human resources, materials, and tools to achieve specific objectives. Management, on the other hand, leads and guides the organisation towards its predetermined goals.

PUBLIC ADMINISTRATION: NATURE AND SCOPE

Public administration's nature is subject to two broad perspectives: the Managerial View and the Integral View. The Managerial View considers administration as limited to managerial activities, excluding technical, clerical, and manual tasks, which are considered non-managerial. According to this view, administration involves the activities of top-level personnel, aiming to achieve defined objectives. This perspective emphasises uniform managerial techniques across different fields.

On the other hand, the integral view sees public administration as encompassing all activities aimed at achieving specific objectives. This includes managerial, technical, clerical, and manual tasks, involving all personnel from top to bottom. This view acknowledges that administration varies based on the

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subject-matter of the agency, differing from one sphere to another.

Regarding the scope of public administration, two views exist: the POSDCORB View and the Subject-matter View. The POSDCORB View, advocated by Luther Gulick, identifies seven elements of administration: Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting. These elements represent the tools of administration, but may not cover the full essence of public administration, as different agencies face distinct problems with specialised techniques.

Contrarily, the subject-matter view asserts that the core of administration lies in the various services performed for the people, such as defence, health, agriculture, education, and social security. Each administrative agency has its unique set of techniques, depending on the subject matter it deals with. While the POSDCORB and subject-matter views are not mutually exclusive, they complement each other, together forming the proper scope of the study of public administration.

Hence, studying public administration involves not only understanding administration techniques (POSDCORB), but also delving into the substantive concerns of administration related to specific services and functions. Both perspectives, like two blades of scissors, are essential components of the broader field of public administration.

RELATIONSHIP BETWEEN PUBLIC AND PRIVATE ADMINISTRATION

Public administration and private administration are two distinct spheres, each operating in different settings and driven by specific motives. Public administration, also known as governmental administration, focuses on serving the public and promoting community welfare. It operates within a political framework and is characterised by a service motive. In contrast, private administration, or business administration, is driven by profit motives, aiming to maximise financial gains for private individuals who own and operate businesses. These administrations are found in non-governmental settings, such as business enterprises.

Difference between Public and Private Administration: Several key differences distinguish public and private administration. Firstly, public administration strictly adheres to laws, rules, and regulations, ensuring administrators' actions align

with legal powers. In contrast, private administration enjoys more flexibility, as individual business firms have considerable autonomy in their operations. Secondly, public administration is subject to political direction in policy matters, with ministers setting broad policy outlines for bureaucrats to implement. Private administration operates without such political direction, except in emergencies. Their objectives are independent of political decisions.

Consistency of treatment is a hallmark of public administration, where administrators must remain impartial and give equal treatment to all citizens. On the other hand, private administration can practise preferential treatment, such as discrimination in selling products or setting prices. Public administration is subject to constant public scrutiny and higher moral and ethical standards compared to private administration, which experiences less public gaze and media attention.

Public administrators enjoy more job security and benefits, while private sector employees may not receive similar privileges. In terms of functions, public administration deals with more comprehensive and vital societal needs, like defence and law enforcement, while private administration handles less critical functions, such as manufacturing or product supply.

Despite these differences, there are also several similarities between public and private administration.

Similarities between Public and Private Administration: Both utilise similar managerial techniques like planning, organising, and controlling. They follow hier-archical principles in organisation and share uniformity in various administrative aspects like accounting and office procedures. Moreover, they often influence each-other's practices, and there is a mutual exchange of personnel through training programs.

As globalisation and new management perspectives emerge, the boundaries between public and private administration are becoming less distinct. Public sectors are expected to adopt private-sector principles of efficiency, economy, effectiveness, and profitability. Similarly, private sectors may undertake functions traditionally associated with the public sector. As a result, the differences between the two administrations are diminishing, and they are increasingly complementing and supplementing each-other in modern governance.

CONCEPT AND SIGNIFICANCE OF PUBLIC ADMINISTRATION / 3

SIGNIFICANCE OF PUBLIC ADMINISTRATION

Public administration plays a crucial role in modern society, known as the 'Administrative State', where state agencies regulate every aspect of individuals' lives. Its significance is growing as it handles diverse functions like maintaining public order, social security, economic infrastructure, and providing essential services. In developing countries like India, public administration drives change and development, implementing various programs to eradicate poverty, provide healthcare, housing, and rural connectivity. It bridges the gap between the market and civil society, emphasising cooperation, networking, and governance in response to the changing dynamics of public management in a fragmented state.

CHECK YOUR PROGRESS

Q. 1. Discuss the meaning of public administration.

Ans. Public administration is a specialised aspect of the broader concept of administration, which involves organising and managing affairs to achieve specific goals and objectives. The term 'administration' derives from the Latin word 'ad + ministrare', meaning 'to care for or to look after people, to manage affairs.' In its literal sense, administration refers to the 'management of affairs', be they public or private, civil or military, on a large scale or otherwise, making it a universal process.

Administration requires cooperative efforts to fulfil laid down objectives and involves organising and directing human and material resources. It is a goal-oriented, purposive, coordinated, and cooperative activity undertaken by a group of people in pursuit of common goals. The distinct objectives of administration include goal-orientation, the pursuit of conscious purpose, direction of human and material resources, determined action, cooperation for achieving common goals, systematic ordering of affairs, calculated resource utilisation, and coordination and control of persons to get things done.

Public administration is a discipline within the larger field of administration, often mistaken solely for bureaucracy. However, bureaucracy is present not only in government, but also in private and third-sector organisations. Public administration focuses on the organisation, formulation, and implementation of public policies for the welfare of the people within a

political setting. It serves as the instrument through which government goals and objectives are realised, being the 'action part of government.'

Public administration can be seen from two perspectives: as an activity and as a subject of intellectual inquiry and study. It is essential to differentiate between administration, organisation, and management. Administration sets objectives and broad policies, while organisation involves the arrangement of resources for specific objectives, and management guides the organisation toward predetermined goals.

Q. 2. Explain the nature and scope of public administration.

Ans. There are two primary perspectives on the nature of Public Administration: the Managerial View and the Integral View. The Managerial View considers public administration to encompass only managerial activities while excluding technical, clerical, and manual tasks, which are seen as non-managerial. According to this view, administration is limited to the activities of top-level personnel, focused on achieving defined objectives. This perspective promotes the idea that managerial techniques are universal across different fields of activity.

In contrast, the Integral View defines public administration as comprising all activities undertaken to accomplish a given objective. This comprehensive view includes managerial, technical, clerical, and manual tasks, involving personnel at all levels, from top to bottom. Thinkers like L.D. White and Marshall E. Dimock supports this perspective, emphasising that administration varies based on the subject matter and context of the agency.

The scope of public administration is further examined through two views: the POSDCORB View and the Subject Matter View. The POSDCORB View, advocated by Luther Gulick, identifies seven key elements of administration: Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting. While these elements provide valuable tools for administration, they may not fully encompass the complexity of public administration, as different agencies face unique challenges that require specialised techniques.

The Subject-Matter View challenges the notion that a one-size-fits-all approach can be applied to public administration. It emphasises the importance of considering the distinct services provided to the

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public, such as defence, health, agriculture, education, and social security. Each administrative agency has its own specific set of techniques tailored to its subject-matter, which may not be covered by the general POSDCORB techniques.

This Subject-Matter View emphasises the significance of understanding the context and knowledge of the subject matter in public administration. It advocates that the substantive problems of an agency depend on the specific services and functions it delivers. Consequently, it complements the POSDCORB View, which focuses on administrative techniques.

Q. 3. Bring out the relationship between public and private administration.

Ans. Public administration involves the operations of the State, focusing on government policies, programs, and decisions within a political/governmental framework. On the contrary, private administration manages businesses owned by private individuals and operates in non-governmental settings, i.e., business enterprises, hence, referred to as governmental administration and business administration, respectively.

The dissimilarities between public and private administration can be discerned through several key aspects. Public administration is driven by a service motive, aiming to serve the public and promote community welfare. In contrast, private administration is characterised by a profit motive, with its objective being profit maximisation. Public administration enjoys greater social prestige due to its social role.

Public administration strictly adheres to laws, rules, and regulations, while private administration possesses more flexibility in complying with general laws that regulate businesses. In terms of political direction, public administration is subject to guidance from ministers who lay down policy outlines, whereas private administration generally operates independently, with political direction being exercised only in emergency situations.

Consistency in treating citizens is crucial for public administration, which is bound by uniform laws and regulations, avoiding discrimination and bias. Private administration, however, may practise preferential treatment in selling products, choosing products, and setting prices.

Public administration is open to constant public scrutiny, and administrators are accountable for their

actions through legislative oversight and judicial review, holding them to higher moral and ethical standards compared to private administration, which receives minimal public gaze.

The tenure of public administrators is typically more secure than that of private sector employees, and public administrators often enjoy additional benefits and privileges, unlike their private sector counterparts.

Public administration maintains a monopoly in certain areas, not allowing private parties to compete, while the private sector experiences competition among various organisations supplying similar goods and services.

Public administration is subjected to external financial control, with finances controlled by the legislature, whereas private administration manages its finances independently.

In terms of functions, public administration deals with critical needs of society, such as defence and maintenance of law and order, while private administration focuses on less vital functions like manufacturing and supply.

Public administrators work anonymously, under ministerial responsibility, while private administration lacks such anonymity.

Measuring efficiency differs between public and private administration, with private administration emphasising profit generation and resource use, while public administration cannot solely rely on such criteria.

Despite their differences, public and private administration share similarities in managerial techniques, organisational principles, accounting, office management, procedures, and influence on each-other's practices and standards. Administrative thinkers argue that public and private administration possess similar basic features and should not be entirely separated.

With the onset of globalisation and a changing management perspective, the boundaries between public and private administration are becoming more blurred. The public sector is expected to adopt principles from the private sector, emphasising efficiency, economy, effectiveness, and profitability. Furthermore, the private sector is increasingly undertaking functions that were traditionally within the domain of the public sector, and both sectors complement and supplement each-other's roles.

Q. 4. Examine the significance of public administration.