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# **PERSPECTIVES OF PUBLIC ADMINISTRATION**

**B.P.A.C.-131**

**B.A. General - 1st Semester**

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# QUESTION PAPER

June – 2023

(Solved)

## PERSPECTIVES OF PUBLIC ADMINISTRATION

B.P.A.C.-131

Time: 3 Hours ]

[ Maximum Marks: 100

Note: Attempt any five questions. Selecting at least two questions from each Section. All questions carries equal marks.

### SECTION-I

**Q. 1. Explain the major achievements of Hawthorne experiment under Elton Mayo.**

**Ans. Ref.:** See Chapter-5, Page No. 47, 'Elton Mayo and his Research Findings', Page No. 49, 'Hawthorne Students/Experiment: Principal Conclusions'.

**Q. 2. Write a note on selected models or approaches to public policy.**

**Ans. Ref.:** See Chapter-8, Page No. 95, Q. No. 8.

**Q. 3. Examine the major contributions of the Administrative Management Approach.**

**Ans. Ref.:** See Chapter-3, Page No. 29, 'Important Contributors of Administrative Management Approach'.

**Q. 4. Write short notes on the following:**

**(a) Hegel's Perspectives on Bureaucracy**

**Ans.** Hegel regarded bureaucracy as a crucial element in a rational and efficient state. In his view, bureaucracy played a vital role in implementing and enforcing the laws and regulations of the state, ensuring social order and stability. Hegel believed that the hierarchical structure of bureaucracy, with its division of labour and specialized roles, was necessary for the proper functioning of the state. He saw bureaucracy as a necessary mediator between the abstract principles of the state and the concrete needs of society.

Hegel raised the concept of bureaucracy to a higher level by defining it as the "a transcendent entity, a mind above individual minds". Indeed, Sager (2009) observes that Hegel's political philosophy prompted Woodrow Wilson to believe in a class of educated, morally upright public servants who would serve the common will. The organisational characteristics that Hegel envisions for a modern bureaucracy include the following features: functional division of authority, principle of hierarchy,

separation of office from its incumbent, merit-based recruitment through competition, fixed remuneration, and exercise of authority in compliance to common good. Hegel believed that in an egalitarian society, a bureaucratic structure that is based on the above mentioned characteristics would nevertheless be considered as the most appropriate administrative organisation in terms of maximum simplification, speed, and efficient handling of State affairs.

**(b) Meaning of Decision Making Approach.**

**Ans. Ref.:** See Chapter-6, Page No. 55, 'Introduction', 'Simon's View on Classical Theory', Page No. 57, 'Rational Decision-Making'.

### SECTION-II

**Q. 5. Examine the different directions and perspectives to Policy Services Approach.**

**Ans.** The growth of public policy as a distinct field of academic activity may be traced to the late 1960s when, as a result of a meeting held under the auspices of the American 'Social Science Research Council', two Conferences resulted in a collection of papers edited by Austin Ranney (1968). In 1972 the Policy Studies Organisation was founded and this was followed by other 'policy' – focused associations and several journals (Henry, 2012). But perhaps more significant development was that the subject of policy and problems got the attention of wide academic interest. Consequently, policy analysis emerged in the 1970s as an approach which offered the possibility of a unified or integrated social science which could bridge the boundaries of academic disciplines. The prospects of policy analysis as an integrative field of inquiry prompted a lively symposium under the auspices of the American Academy of Political and Social Science in 1971 (Charlesworth, 1972).

In the 1970s and 1980s, numerous textbooks were published that aimed at undergraduate and post-graduate courses which were concerned with the analysis of policy making and its role in decision making. Different perspectives to policy

**Group Theory:** According to the group theory of politics, public policy is the product of the group struggle. What may be called public policy is the equilibrium reached in this group struggle at any given moment, and it represents a balance which the contending factions or groups constantly strive to win in their favour. Many public policies do reflect the activities of groups. This means that this theory attempts to analyse how each of the various groups in a society tries to influence public policy to its advantage at the policy formulation level.

**Systems Theory:** The systems theory in political science owes its origin to David Easton who is reputed to be the scholar that attempted to analyse politics from the perspective of systems in his famous work political system. The political system, as Easton defines it, comprises those identifiable and interrelated institutions and activities in a society that make authoritative allocations of values (decisions) that are binding on society. This environment consists of all phenomena - the social system, the economic system, the biological setting - that are external to the boundaries of the political system. Thus, at least analytically one can separate the political system from all the other components of a society.

**Institutional Theory:** One of the oldest concerns of political science and public administration is the study of government institutions since political life generally revolves around them. These institutions include legislatures, executives and judiciary; and public policy is authoritatively formulated and executed by them. Traditionally, the institutional approach concentrates on describing the more formal and legal aspects of government institutions: their formal structure, legal powers, procedural rules, and functions. Formal relationships with other institutions might also be considered, such as legislative-executive relations. Subsequently, social scientists turned their attention in teaching and research to the political processes within government or political institutions, concentrating on the behaviour of participants in the process and on political realities rather than formalism.

**Incremental Theory:** Incremental decisions involve limited changes or additions to existing policies. According to this approach, the policy-makers examine a limited number of policy alternatives and implement change in a series of small steps. It may be noted that each of the alternatives available to the policy-maker represents only a small change in the status quo. This approach recognises the less than ideal circumstances under which administrators must make policies.

**Q. 6. Discuss the major characteristics of good governance.**

**Ans. Ref.:** See Chapter-15, Page No. 132, 'Concept of Good Governance'.

**Q. 7. There are some specific factors that gave rise to post-modernism. Comment.**

**Ans.** The factors responsible for the rise of post-modernism are:

**1. Declining Trust in Science and Government:**

Despite the success of scientific culture and secular humanism, the quest for achieving certainty did not solve the social mysteries. For instance, public administration scholars observe that by the late 1960s, since the modernisation drive failed to remove poverty and social inequity, the optimism of people in government started waning and subsequently, signs of apathy were displayed. The enduring problems of unemployment, environment degradation, inadequate healthcare and education, plus the complexities in political system.

**2. Social Fragmentation:** With increasing magnitude of global capitalism, there has been the widespread issue of social fragmentation within communities, ethnic groups, cultures, and regions. As a result, the social divide at multiple levels leads to 'unpredictability'. On the contrary.

**3. People around the world are more interested in expanding their networks through technology and associations at the neighbourhood and community levels.** Bogason (2005) describes that such networking trends lose their national focus and replace the values of modernity vis-a-vis centralisation, collectivism, and nationalisation with 'decentralisation', 'individualisation' and 'internationalisation'.

**4. Contextuality:** With increase in social fragmentation and greater people's voice and choice, scholars observe a trend of relativism and uncertainty.

**5. The context of chance in norms, habits, political and cultural attitude in turn affects the public sector in terms of uncertainty, ambiguity, and**

# **Sample Preview of The Chapter**

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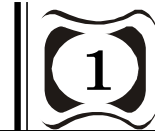
# PERSPECTIVES ON PUBLIC ADMINISTRATION

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## Concept and Significance of Public Administration

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### **INTRODUCTION**

Public administration consists of the activities undertaken by a government to look after its people or to manage its affairs. Before discussing the various interpretations of the concept of public administration, it is pertinent to understand the meaning of the terms 'public' and 'administration' separately. The word public stands for the people of a definite territory or state.

The onset of Liberalisation, Privatisation and Globalisation (LPG) has led to number of changes in the roles of individuals and institutions and public administration is no exception. It represents a paradigm shift from the traditional model of public administration to New Public Management (NPM) Model, which related with a dominant presence of market forces over the state, for effective governance and efficient delivery of goods and services.

Public administration consists of the activities undertaken by a government to look after its people or to manage its affairs. Therefore, the acts of administration performed by the government are called "Public Administration."

### **CHAPTER AT A GLANCE**

#### **MEANING OF PUBLIC ADMINISTRATION**

The word 'Public' is used in a variety of meaning, but here it means 'Government'. Public Administration, therefore, simply means government administration. It is the study of the management of the public agencies that carry out public policies in order to fulfil the state purposes in the public interest.

**Defining Administration:** Public Administration is detailed and systematic application of law. Every particular application of law is an act of Administration.

**Woodrow Wilson.**

Public Administration consists of all those operations having for their purpose the fulfillment or enforcement of public policy. *– L.D. White*

#### **Objectives of Administration:**

- Is a cooperative group effort in a public setting.
- Covers all three branches—executive, legislative, judicial and their inter-relationships.
- Has an important role in the formulation of public policy and is thus, a part of the political process.
- Is different in significant ways from private administration.
- Is closely associated with numerous private groups and individuals in providing services to the community.

According to the words of Dhameja, Public administration is a segment of the larger field of administration. It is simply regarded as bureaucracy, needless to the fact that bureaucracy as a particular organisational form is not only found in the government, but also in private and third-sector organisations.

#### **Features of Public Administration**

- Increased state activities
- Welfare state concept
- Democratic setup
- Stabilizing force
- Instrument of social change
- Evolution of the discipline
- Good governance

#### **PUBLIC ADMINISTRATION : NATURE AND SCOPE**

There are two views regarding the nature of public administration. These views are mainly two types such as integral view and managerial view:

(a) **Integral View:** According to this view, public administration is a sum-total of all the activities



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undertaken in pursuit of and in fulfilment of public policy. These activities includes not only managerial and technical but also manual and clerical. **Henri Fayol** and **L.D. White** are the supporters of this view.

**(b) Managerial View:** According to the managerial view, Public Administration deals with the activities of people who are involved in planning, organisation, commanding, co-ordinating and controlling. In this view, Administration is getting things done and not doing things. Luther Gullick, Herbert Simon, Smithburg and Thompson are the supporters of this view.

**Dimock** said, Administration is concerned with the “what” and the “how” of 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 co-operative programmes are carried to success. Luther Gulick defines Public Administration by the word **POSDCORB**, which means Planning, Organisation, Staffing, Direction, Co-ordinating, Reporting and Budgeting.

**The Subject Matter View:** According to subject-matter view. Public Administration deals not only with administrative technique such as POSDCORB responsibility accountability and transparency, but also with the substantive fields of administration such as defence, education public health, social welfare, agriculture, police, fire protection and so on.

**RELATIONSHIP BETWEEN PUBLIC AND PRIVATE ADMINISTRATION**

**Public and Private Administration:** Distinction between public and private administration made by John Gaus, Ludivig Von Mises, Paul H. Appleby, Sir Josiah Stamp, Herbert A. Simon, Peter Drucker.

According to **Felix A. Nigro**, government is different from private organisation, because no private company can be equal to it in size and diversity of activities.

**Simon** make distinction between public and private administration mainly to three points:

- (i) Public administration is bureaucratic whereas private administration is business like;
- (ii) Public administration is political whereas private administration is non-political; and
- (iii) Public administration is characterised by redtape whereas private administration is free from it.

**Sir Josiah Stamp** make distinction between public and private administration mainly to four principles:

- (i) **Principle of Uniformity:** In the Public Administration common and uniform laws and regulations mostly regulate.

- (ii) **Principle of Ministerial Responsibility:** Only in public administration political masters are responsible.

- (iii) **Principle of External Financial Control:** The legislative body of the government control the revenues.

- (iv) **Principle of Marginal Return:** The objectives of the Public Administration can neither be measured in money terms nor checked by accountancy methods.

According to **Paul H. Appleby**, Public administration is different from private administration mainly to three complementary aspects:

- (i) Breadth of scope, impact and consideration,
- (ii) Public accountability; and
- (iii) Political character.

The more important distinguished features of Public Administration may be described under the following heads:

- (i) **Prestige:** Public administrators enjoy high status and prestige in comparison of private enterprises especially in the developing societies.

- (ii) **Political Direction:** Public administration is political whereas private administration is non-political.

- (iii) **Absence of Profit Motive:** The primary aim of government’s organisation is to provide services to the people, not profit motive.

- (iv) **Public Gaze:** All the actions of public administration are exposed to wide public gaze.

- (v) **Legal Framework:** Public administration operate within a legal framework. It is rule-oriented. Government officials are obliged to act within their legal powers and not outside the law.

- (vi) **Public Accountability:** Public accountability is the hallmark of Public Administration in a democracy. Public administration is responsible to the public through political executive, legislature, judiciary, etc.

- (vii) **Officials remain Anonymous:** In Public Administration the most senior officials remain anonymous and then identity is not disclosed.

- (viii) **Lower Level of Efficiency:** Efficiency is the corner stone of the organisation. When compared to Private Administration, one can find that the degree of efficiency of public organisation is at a lower level.

- (ix) **Service and Cost:** In the public administration government spend more money than their income or revenues. But in case of private administration income often exceeds expenditure without which they cannot survive.
- (x) **Consistency of Treatment:** A government official maintain by law and the principle of equity of treatment in serving the people.
- (xi) **Large-scale Administration:** Public administration is large-scale administration in terms of size, complexity and diversity of activities.
- (xii) **Financial Meticulousness:** Public administration has to be very careful in financial matters because it is working as custodian of people's money.

#### Similarities

- Both are organised on the basis of the principles of hierarchy.
- Both have uniformity in accounting, office management and procedures, purchases, disposals, statistics, stocking, and so on.
- The managerial techniques and skills of planning, organising, coordinating, controlling, and so on are the same in both.
- Both have similarities so far as the problems of organisation, personnel and finance are concerned.
- 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 halfway house between its commercial prototype and the traditional governmental department."

#### SIGNIFICANCE OF PUBLIC ADMINISTRATION

Public administration is the operative and the most obvious part of the government. It is an instrument of governance and also as an important mechanism for presenting and promoting the welfare of community. Public administration is necessary for the maintenance of public order, social security, welfare and economic infrastructure. In the modern times the role of the public administration performs a cost range of activities comprising law and order, welfare measures, development programmes, support for economic enterprise and social development.

The importance of public administration may be studied under three heads:

- (i) Its importance to the people;
- (ii) Its importance in a democracy;
- (iii) Its importance as a subject of study.

(i) **Public Administration and the People:** Public administration play a very important role in the life of the people. Today, we see new department coming and administration comes closer to the business of the people. Since the child is born, he is under public administration. This birth is to be registered with the local registrar. There are welfare agencies of public administration by which the child will benefit. There are Employment Exchanges, Rationing Offices, Royal Mints, Agriculture Department, Factory Departments, Department of Foreign Relations, etc., which help almost all citizens. Public administration also play a vital role in social process. It is the part of the social, cultural and economic life of a nation. State can be possible to exist without a legislature or an independent judiciary but no state can exist without administration.

According to the opinion of **Professor Waldo**, public administration is a part of the cultural complex; and it not only is acted upon, it acts. Due to great advancement of science and technology at all levels of human activities the problem of maintaining effective coordination between the administration and the rest of the community has become highly of great importance. Therefore, public administration becomes the most essential element in modern times.

(ii) **Public Administration and Democracy:** Democracy is a form of government in which the authority belong from the people. The ideas of democracy should be progress, prosperity and protection of the common man which can be possible only through the impartial, honest and efficient administration. An administrator should be neutral in politics and serve faithfully any political party which comes into power. He should have an agreeable personality, possess the ability to get along with the people, have character and integrity, have qualities of leadership, and be able to make a high percentage of correct decisions without undue procrastination. Modern democracy has brought in the concept of a welfare state. Welfare state has increased the scope of the state activity due to the demands on public administration.

(iii) **Importance of Public Administration as a Subject:** Public administration holds a very important place in the life of the individual. Almost all citizens depend upon public administration, so that its study cannot be ignored by the citizens of a country. Therefore, its teaching should become a part of the curriculum of educational institution. At the Higher Secondary stage it taught as a part of the social studies but at the college level it become a distinct subject of study. The students

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of today are the administrators of tomorrow. So the study of public administration will prepare them into better administrators and they will help participation in the nation-building programmes.

The significance of public administration has been explained by the eminent scholars in the following:

**Woodrow Wilson:** Administration is the most obvious part of government; it is government in action, it is the executive, the operative and the most visible side of the government.

**Brooke Adams:** The chief function of administration is to social change and social revolution.

**W.B. Donhom:** If our civilization fails, it will be mainly because of breakdown of administration.

**Paul H. Appleby:** Administration is the basis of government and no government can work without administration.

The role of public administration in various facts is noted below:

- **Basis of the Government:** A government can exist without a legislature or an independent judiciary but no government can exist without administration.
- **An instrument for providing services:** The role of public administration is mainly concerned with various activities performed by government in the public interest.
- **An instrument for implementing policies:** The modern government deals in the formulating and adopting sound policies, laws and regulations.
- **A stabilising force in society:** Public administration is a major force for bringing stability in society. But it also reflected when there are revolutionary changes in the forms and character of government.
- **An instrument of social change and economic development:** Public administration mainly help in social change which bring economic development in the society.
- **Technical character:** In the present day government provide various services to its citizens, specially in professional and technical services.

**CHECK YOUR PROGRESS**

Q. 1. Discuss the meaning of Public Administration.

**Ans.** Public Administration is a discipline concerned with the organisation and procedures of the formulation and implementation of public policies. It originated with the publication of Woodrow Wilson's on his essay, "*The Study of Administration*" in 1887. Wilson is considered the founder of the academic discipline of Public Administration. He make a distinction between politics and administration. According to his opinion, administration is concerned with the implementation of political policy decisions. As a process, administration deals in both public and private organisations. It is also related with different institutions of settings as a business firm, labour unions, religious or charitable organisations, educational institutions, etc.

Administration is commonly divided into two types—public and private administration. Public Administration relates to the activities carried out by the government and private administration refers to the management of the private business enterprises. The Public Administration is an integral part of a society which emerge the administrative state. Administrative state is that state which deals with the executive, legislature and judicial branch. The motto of the administrative state is to create "Welfare of man". Its basic function is to monitoring law and order in the society. Its nature is to solve the problems of the modern government.

Public Administration is the business of state and is conserved with the ends and strategies of government policies and decisions. Its institutions are political in nature so far as they enjoy the sanction of the government; it includes heads of state and government as-well-as a large number of government departments, agencies and public corporations and autonomous bodies like municipal authorities. The supreme government bodies exercise surveillance and control over institutions of Public Administration through laws, legislative bodies and fiscal policies.

**Q. 2. Explain the nature and scope of Public Administration.**

**Ans. Nature of Public Administration:** There are two divergent views regarding the nature of the Public Administration. These views are following:

**Integral View:** According to this view, Public Administration is a sum total of all the activities undertaken in pursuit of and in fulfillment of public policy. These activities include not only managerial and technical but also manual and clerical. Thus, the