



READINGS IN

PUBLIC ADMINISTRATION

English Program – First Year – Second Part – The English Section
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Handbook Introduction

- With the increasing complexity of modern life, the importance of public administration has been increasing. This is because of the need for intervention by the State in the day-to-day activities of the citizens. There is hardly any aspect of a citizen's life which does not come into contact with some government agency or the other.
- In ancient times the needs of the citizens were limited. They could, therefore, live in more or less self-sufficient village communities producing in the village itself whatever they needed for their simple existence.
- A number of activities can no longer be organized by the citizens privately or even by village or city communities. The national government and the State and the local governments have, therefore, to come forward to provide the necessary infrastructural facilities for organizing production as well as for facilitating community living.

Handbook Introduction

- For example, roads and Railways have to be built to facilitate the transport of raw material to the site of production as well as to facilitate the distribution of the manufactured goods. These facilities are also required to meet the needs of the citizens in moving over long distances required by modern day living. Similarly, communication facilities like the telephones; microwave transmissions, satellite communication etc. have to be provided to meet the needs of the communities.
- All these require massive investments in human and material resources far beyond the capacity of small villages or even city communities. These investments have to be made by the national government and administered with the help of the local governments and the local communities. Nowadays, a lot of organizational effort is required to meet these needs of the citizens. The points of contact between the citizens and the government have, therefore, increased tremendously.

Chapter One:

A glimpse of public sector management

Introduction

- Public Sector Management concerns governance in each contemporary country. The State is possibly among the largest or the single most important employer roughly in all countries. Public service personnel comprise of people employed by public authorities at central, regional, and local levels and include civil servants and public employees. Public authorities are expected to provide high-quality services to their citizens and decent work for their workers.
- The public sector covers upstream core ministries and central agencies, downstream bodies include both sector ministries and non-executive state institutions.
- Public Sector Management is an important part of public service as it is accepted capable managers will drive change in the sector. Frequently, the public sector has been considered as a weak partner of any economy because it is associated with dull jobs, lack of prospect, bureaucracy, bottlenecks, and red tape.

Meaning of Public Administration

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- Public administration is a part of the wider term “Administration”. To understand the meaning of public administration we must, therefore, firstly try to understand what administration means.

Administration

- The word administer is derived from the Latin word *administrare*, which means to care for or to look after people, to manage affairs. According to this wide definition, almost every human activity involves some kind of administration.
- Even in primitive societies, simple activities like hunting, food, gathering, etc., could not be carried on without some form of organization. Somebody had to determine as to who will do what. Certain norms of behaviour had to be laid down to decide the distribution of work among the members of the primitive groups.

Meaning of Public Administration

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- Of course, the administration at that time was rather simple because the tasks to be carried out were also simple. With the growing complexity of modern life, the administration of private as well as public affairs has become more and more complex. We would now consider some of the definitions of administration given by prominent scholars.
- *Luther Gulick* has said, “Administration has to do with getting things done; with the accomplishment of defined objectives”.
- *James L. McCanny* defined Administration in these words, “Administration is the organization and use of men and materials to accomplish a purpose.
- *Pfiffner and Presthus* have defined administration as “Organisation and direction of human and material resources to achieve desired ends”.

The Integral and Managerial Views of Administration

- There is a difference of opinion about the question as to what activity or activities are included in “Administration”.
- According to *integral view*, “Administration” is the sum total or the whole complex of activities, manual, clerical, technical and managerial which are undertaken to realize the objective in view, i.e., the implementation of the policy or policies in a given field.
- According to the *managerial view*, “Administration” is not the sum total of the activities undertaken in pursuance of a purpose but pertains to only some of the activities concerned with management which unite and control the rest of them as part of the co-ordinated endeavor.
- In brief, the distinction between the two views of “Administration” is related to the difference between the management and operation.

The Integral and Managerial Views of Administration

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- Public Administration would then refer to that part of the administration which pertains to the administrative activities of the government. Here again, some definitions of public administration given by some well-known scholars.
- Prof. Woodrow Wilson, the pioneer of the social science of Public Administration says in his book “The study of Public Administration”, published in 1887 “Public Administration is a detailed and systematic application of the law”.
- *Luther Gulick* defined public administration in these words, “Administration has to do with getting things done ... Public Administration is that part of the science of administration which has to do with the government and thus concerns itself primarily with the executive branch where the work of the government is done, though there are obviously problems also in connecting with the legislative and judicial branches”.

The Integral and Managerial Views of Administration

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- According to *Pfiffner*, 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.
- Administration holds the activities which may be highly technical or specialized such as public health and building of bridges... It also involves managing, directing and supervising the activities of thousands, even millions of workers so that some order and efficiency may result from their efforts.....”.

Managerial View of Public Administration

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- The view that administration is made of managerial tasks only is mainly held by the writers on business, though most of American writers on public administration also accept it either as a matter of principle or for practical convenience.
- The natural question then arises as to what is included in public administration according to this view. *Henri Fayol* indicated that principal categories of administration are five, namely, Planning, Organizing, commanding, coordinating and controlling.
- Accordingly, these are the actual steps which successively occur in the administrative process. When any task is to be accomplished the natural first step is enquiry or research leading to planning. The Plan requires the necessary organization of manpower and materials which have to be coordinated, commanded and then controlled to achieve the objectives.

Managerial View of Public Administration

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- Refining and elaborating these sub-divisions further, American administrative thought on the scope of public administration appears to have crystallized around the functional elements indicated by the letters of the word **POSDCORB** coined by *Luther Gulick*. This word stands for the following activities:
 - P – stands for Planning
 - O – stands for Organisation
 - S – stands for Staffing
 - D – stands for Directing
 - CO – stands for Coordination
 - R – stands for Reporting
 - B – stands for Budgeting

