



## PUBLIC ADMINISTRATION AND LIBERALISATION, PRIVATISATION AND GLOBALISATION (LPG)

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### ABSTRACT :

*Administration as an activity is as old as society itself. But as an area of study it originated with the publication of Wilson's essay on study of Administration in 1887. As a process, administration occurs in both public and private organisations. It occurs in such diverse institution as settings as a business firm, labour unions, religious or charitable organisations, educational institutions, etc. Its nature is affected by the sphere with which it is concerned.*

**KEYWORDS :** Administration , charitable organisations, educational institutions.

### INTRODUCTION

Administration is commonly divided into two types, Public and Private Administration. As an aspect of government activity it has existed since the emergence of political system(s). While public administration relates to the activities carried out by government, private administration refers to the management of private business enterprises. The paper examines the meaning, nature, importance and role of public administration under liberalization, privatization and globalization.

### WHAT IS ADMINISTRATION?

The word 'administer' is derived from the Latin word *administere*, which means *to care for* or *to look after* people, to manage affairs. Administration may be defined as "group activity which involves cooperation and coordination for the purpose of achieving desired goals or objectives". Broadly speaking, the term administration appears to bear at least four different meanings or different senses depending upon the context in which it is used:

1. As a Discipline: The name of a branch of learning or intellectual discipline as taught and studied in colleges and universities.
2. As a Vocation: Type of work/trade or profession/occupation, especially one that involves knowledge and training in a branch of advance learning.
3. As a Process: The sum total of activities undertaken to implement Public Policy or policies to produce some services or goods.
4. As a Synonym for 'word' Executive or Government: Such other body of persons in supreme charge of affairs, for example, Manmohan Singh Administration, Bush Administration, etc.

Below some are definitions by a few famous writers.

**Felix A. Nigro:** "Administration is the organisation and use of men and materials to accomplish a purpose".

**Luther Gullick:** "Administration has to do with getting things done, with the accomplishment of defined objectives".

A brief analysis of the definitions listed above reveals that administration comprises two essentials, namely (1) cooperative effort, and (2) pursuit of common objectives. One does not find any administration if there is only a common purpose without a collective effort or vice-versa. Administration is also called a 'technology of social relationships'. Thus, administration is a process common to all group effort, public or private, civil or military, large scale or small scale. It is process at work in a department store, a bank, a university, a high school, a railroad, a hospital, a hotel or a local government.

### DEFINITION OF PUBLIC ADMINISTRATION

Although public administration varies in form and objects, and although the administration of public and private affairs differs at many points, there is an underlying similarity, if not identity. As an integral aspect of such generic concept, public administration could be related to that type of administration, which operates within a specific ecological setting. It is a means to carry out the policy decisions made by political executive.

To be seen along with it is the 'Public' aspect of Public administration, which attributes a special character and focus to it. 'Public' can be looked at formally to mean 'government'. So, public administration is government administration, government in action, or a socio-economic and politico-administrative confluence, the focus being especially on public bureaucracy. Encyclopaedia Britannica defines public administration as 'the application of a policy of a state through its government.' Public Administration, therefore, refers to that part of administration, which pertains to the administrative activities of the government.

**Woodrow Wilson:** Public administration is the detailed and systematic application of law. Every particular application of law is an act of administration.

**Percy Mc Queen:** Public administration is related to the operations of government whether local or central.

**J.M Pfiffner:** "Administration consists of getting the work of government done by coordinating the efforts of people so that they can work together to accomplish their set tasks".

**Corson and Harris:** "Public administration ... is the action part of government, the means by which the purposes and goals of government are realised."

**Dwight Waldo:** "Public administration is the art and science of management as applied to the affairs of State."

The traditional definitions of Public Administration, which are given above reflect the view that the Public Administration is only involved in carrying out the policies and programmes of the government. It reflect that it has no role in policy making and also locates the administration in the executive branch but today the term public administration is used in a broader sense that it is not only involved in carrying out the programmes of the government, but it also plays an important role in policy formulation and covers the three branches of the government. In this context, we may reflect on the definition offered by F.A. Nigro and L.G. Nigro. According to them Public Administration:

- is co-operative group effort in a public setting;
- covers all three branches-executive, legislative, and 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; and

- is closely associated with numerous private groups and individuals in providing services to the community".
- In sum, public administration:
- is the non-political public bureaucracy operating in a political system;
  - deals with the ends of the State, the sovereign will, the public interests and laws;
  - is the business side of government and as such concerned with policy execution, but it is also concerned with policy-making;
  - covers all three branches of government, although it tends to be concentrated in the executive branch;
  - provides regulatory and service functions to the people in order to attain good life;
  - differs significantly from private administration, especially in its emphasis on the public; and
  - is interdisciplinary in nature as it draws upon other social sciences like political science, economics and sociology.

### NATURE OF PUBLIC ADMINISTRATION

There are two views regarding the Nature of Public Administration, that is, Integral and Managerial.

According to the integral view, 'administration' is the sum total of all the activities – manual, clerical, managerial, etc., which are undertaken to realise the objectives of the organisation. In this view all the acts of officials of the government from the Attendant to the Secretaries to the government and Head of the State constitute Public Administration. Henri Fayol and L.D. White are the supporters of this view.

According to the managerial view of administration, the managerial activities of people who are involved in planning, organising, commanding, coordinating and controlling constitute Public Administration. This view regards administration as getting things done and not doing things. Luther Gullick, Herbert Simon, Smithburg and Thompson are the supporters of this view. The managerial view excludes Public Administration from non-managerial activities such as manual, clerical and technical activities.

The two views differs from each other in many ways. According to Prof. M.P. Sharma the difference between the two views is fundamental. The integral view includes the activities of all the persons engaged in administration whereas the managerial view restricts itself only to the activities of the few persons at the top. The integral view depicts all types of activities from manual to managerial, from non-technical to technical whereas the managerial view takes into account only the managerial activities in an organisation. Furthermore, administration, according to the integral view would differ from one sphere to another depending upon the subject matter, but whereas that will not be the case according to the managerial point of view because the managerial view is identified with the managerial techniques common to all the fields of administration. The difference between the two views relates to the difference between management and operation or we may say between getting things done and doing things. The correct meaning of the term administration would however, depend upon the context in which it is used. Dimock, Dimock and Koenig sum up in the following words: "As a study public administration examines every aspect of government's efforts to discharge the laws and to give effect to public policy; as a process, it is all the steps taken between the time an enforcement agency assumes jurisdiction and the last break is placed (but includes also that agency's participation, if any, in the formulation of the programme in the first place); and as a vocation, it is organising and directing the activities of others in a public agency."

### IMPORTANCE OF PUBLIC ADMINISTRATION

**As Specialised Subject of Study:** The study of administration assumed significance, according to Woodrow Wilson, as a consequence to the increasing complexities of society, growing functions of state and growth of governments on democratic lines. This exhaustive list of functions made to think as to 'how' and in what 'directions' these functions should be effectively performed. To this Wilson suggested

that there was a need to reform the government in the administrative field. As per Wilson, the object of administrative study is to discover what government can properly and successfully do and how it can do these things with utmost efficiency and the least possible cost either of money or of energy. The importance of public administration as a specialised subject can be attributed to the following reasons:

1. One of the important reasons is the practical concern that the government today has to work towards the public interest. The first and foremost objective of public administration is to efficiently deliver public services. In this context, Wilsonian definition of the subject as efficiency promoting and pragmatic field was the first explicitly articulated statement on the importance of a separate discipline of public administration. During the first half of the preceding century, a number of countries have appointed committees to look into the problems of administration and recommended suitable administrative machinery to respond to diverse public needs. The Haldane Committee Report (1919) in Britain; the President's Committee on Administrative Management (1937) in the United States; A.D. Gorwala Committee's and Paul H. Appleby's Reports in India are some of the examples of the efforts by various countries to make changes in public administration. During the last four decades also, a number of reports, produced by committees/commissions appointed by governments in various countries or multilateral agencies, and books published by scholars have enriched the discipline and provided new perspectives to public administration to tune it to the changing needs of the times. They include: Report of the Committee on the Civil Services (Fulton Committee Report, U.K., 1968); various reports of the Administrative Reforms Commission (India, 1967-72); Reinventing Government (U.S.A., look by David Osborne and Ted Gabler, 1992), Governance and sustainable Development (UNDP, 1997) and World Development Report: Building Institutions for Markets (The World Bank, 2002).
2. Administration is looked at, in the social science perspective, as a cooperative and social activity. Hence the concern of academic inquiry would be to understand the impact of government policies and operations on society. What kind of society do the policies envisage?; To what extent administrative action is non-discriminatory?; How is public administration functioning and what are the immediate and long term effects of governmental action on the social structure, the economy and polity?; etc. are questions requiring careful analysis. From the social science perspective, public administration, as a discipline, has to draw on a variety of sister disciplines such as History, Sociology, Economics, Geography, Philosophy, Psychology, etc., with the objective to explain and not just to prescribe.
3. Public administration has a special status in the developing countries. Many of these countries, after independence from the colonial rule have stressed upon speedy socio - economic development. Obviously, these countries have to rely on government for speedy development. The latter requires a public administration to be organised and effectively operated for increasing productivity quickly. Likewise, social welfare activities have to be effectively executed. These aspects have given birth to the new sub-discipline of development administration. The emergence of development administration is indicative of a felt need for a body of knowledge about how to study the third world administration and at the same time to bring about speedy socio-economic development with government's intervention. Development administration has therefore, emerged as a sub-discipline to serve the cause of development.
4. Public administration, as witnessed holds a place of significance in the lives of people. It touches them at every step. For most of their needs, the citizens depend upon public administration. In view of the important role of public administration in the lives of people, the citizens of a country cannot ignore. Therefore, its teaching should become a part of the curriculum of educational institutions. People must get to know about the structure of government, the activities it undertakes and the manner in which these are actually performed. The study of public administration will contribute to the realisation of the values of citizenship.

**As an Activity:** The contemporary age, which has witnessed the emergence of 'Administrative State', public administration has become an essential part of society and a dominant factor. The functions it is

called upon to perform, have expanded in scope and nature, and what is more, are continually increasing. Many of them are more positive in nature because they care for the essential requirements of human life, be it health, education, recreation, sanitation, social security or others. It is, therefore, a creative factor, with its motto being 'human welfare'. These functions are over and above its regulatory functions. The view points of eminent scholars, as referred to below, amply reflect the significance of public administration.

**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:** "Administration is an important human faculty because its chief function is to facilitate social change and to cushion the stock of social revolution".

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

**Paul H. Appleby:** 'Administration is the basis of government. No government can exist without administration. Without administration government would be a discussion club, if indeed, it could exist at all'.

**The role of public administration in various facets 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:** Public administration is mainly concerned with the performance of various activities performed by government in the public interest. Felix A. Nigro aptly remarks, "The real core of administration is the basic service which is performed for the public".
- **An instrument for implementing policies:** Modern governments go a long way in formulating and adopting sound policies laws and regulations. It should not be forgotten that such policies, laws, etc. are not merely printed papers. Such paper declarations of intent are translated into reality by public administration thus converting words into action and form into substance.
- **A stabilising force in society:** Public administration is a major force for bringing stability in society. It has been observed that though government often changes, but violent change is seldom experienced by administration. An element of continuity between the old and the new orders is provided by public administration. It does not hold true only of constitutional changes of government in democratic countries, but is also reflected when there are revolutionary changes in the form and character of government.
- **An instrument of social change and economic development:** Public administration's role as a change agent is particularly crucial in developing nations. It is expected of the state at present to work for accelerating socio-economic change and not to be a passive agency to maintain the status quo.
- **Technical Character:** The present day government is expected to provide various services to its population. The increase in the number of functions undertaken by the government require highly specialised, professional and technical, services. Modern public administration usually represents a galaxy of all of a nation's occupations.

According to **Gerald Caiden** public administration has assumed the following crucial roles in contemporary modern society:

- ✓ Preservation of polity;
- ✓ Maintenance of stability and order;
- ✓ Institutionalisation of Socio-Economic changes;
- ✓ Management of large scale commercial services;
- ✓ Ensuring growth and economic development;



- ✓ Protection of the weaker sections of society;
- ✓ Formation of public opinion; and
- ✓ Influencing Public policies.

**The points mentioned below summarise the reasons for the growing importance of public administration:**

- **Emergence of Welfare and Democratic state:** Emergence of welfare and democratic state has led to an increase in the activities of public administration compared to that of the laissez-faire state. The state has to now serve all sections of people in the society. This amount to enhanced responsibilities of public administration. Public administration is also to regulate and control private economic enterprises to meet the objectives of the state.
- **Industrial Revolution:** The industrial revolution gave rise to socio-economic problems making the government to assume new roles and responsibilities such as protection and promotion of the rights of workers in industrial establishments, etc. Consequently, the state has enacted a number of Industrial and Labour laws and it is imperative for public administration to implement such laws in order to meet the requirements of labour welfare.
- **Scientific and Technological Development:** Scientific and technological developments have brought about welcome additions in infrastructure such as power, transport and communication system. The invention of telephone, telegraph and other mechanical devices such as typewriter, tele-printer, and calculators, photocopying machines, computers, fax and the electronic mail has brought revolutionary changes in office administration. All these have made possible 'big government' and 'large scale administration'. Besides changing the ethos and character of public administration, the revolution in information and communication technologies have contributed to improved delivery of services to people.
- **Economic Planning:** Centralised economic planning has been pursued in many developing countries as a method for socio-economic development. It requires a large number of experts and elaborate administrative machinery for plan formulation, implementation, monitoring, and evaluation.

Apart from the reasons cited the rapid growth of population, modern warfare, increase in natural and manmade disasters, decline in social harmony, increase in violence due to conflicts, communal riots, ethnic wars, terrorism, etc. have increased the importance of public administration. It goes without saying that public administration is not only the operative but also the most obvious part of the government. It is government in action and occupies a significant place not merely as an instrument of governance but also as an important mechanism for preserving and promoting the welfare of community. It has substantive impact upon the life of the people. It is a vital process charged with implementation of pre-determined, welfare oriented, and developmental objectives.

**ROLE OF PUBLIC ADMINISTRATION UNDER LIBERALISATION, PRIVATISATION AND GLOBALISATION (LPG)**

Since the 1980s a number of countries, have been influenced by the concept of liberalisation, privatisation and globalisation. In the 1980s India has also started the process of liberalisation, privatisation and globalisation (LPG). One form of LPG has entrusted the management of public sector enterprises partially or fully to private companies. Another form of LPG is disinvestment in public sector enterprises, which is followed in India. As a result of this the public sector enterprises find themselves in a competitive and challenging environment. However, the role of public administration under LPG continues to quite significant. It requires dismantling of a regime of regulations, controls, restrictions, licences, secrecy and delay. The bureaucracy has to play an investor friendly, responsive, transparent, open and competitive role. So, this requires necessary administrative reform, which should aim at elimination of redundant practices, procedures, administrative laws and corruption. Thus, the policy of LPG affects the role, values and skills of public bureaucracy. It also decreases the scope of the functions of the state, resulting in minimum of state interference in the lives of the individuals. The state

is called upon to oversee the operational side of the enterprises. This gives the state a new role as regulator.

Today, the role of public administration is towards more of governance, then of direct involvement. The public administration has to play enabling, collaborative, cooperative, partnership and regulatory roles. Coming to the core areas such as defence, atomic energy, law and order, foreign policy it has a direct role to play. In certain other areas such as telecommunications, airlines, insurance, etc., it has to compete with the private sector, for which there should be regulatory commissions to provide for equal level playing fields for both the sectors. There are other areas which it can have partnership with the citizens for efficient delivery of services, for example, maintenance of schools, hospitals, irrigation water and civic amenities. An example we can give is the 'Bhagidari Scheme' adopted by the Delhi Government. In certain areas like electricity, water and transport it can have partnership with the private sector. A number of states have partnership with the private sector in providing these services. Other such areas are protection of forests, empowerment of women, micro credit, health schemes, and awareness programmes, it can have partnership with the Non Governmental (NGO) and Voluntary Organisations.

In analysing the emerging role of public administration in the new millennium, we are dealing with governance. And governance implies that public administration has to operate in a wider context and coordinate efforts and activities of the governmental agencies at various levels with that of the market/the private sector, civil society groups, NGOs and contextual participant or elected local government bodies, self-help groups, etc. The role and character of public administration had seen a major transformation. Although it appears that its directly handled operations have declined in some of the non-traditional areas, public administration has to provide synergy and direction for many collaborative, cooperative and regulatory activities with other segments of the society. The accent is also on promotion of greater public participation. Yet, it is still accountable for the outcomes of all the activities in which it participates directly or indirectly.

### CONCLUSION:

In the preceding text, the importance of Public Administration as a discipline and as an activity has been discussed. Subsequent developments in the discipline in response to both practical problems and academic questions have further enhanced its importance as a vibrant and meaningful field. In the contemporary world, the burden of public duties on government has been steadily increasing. It seems that public administration is indispensable because contemporary civilisation cannot progress without a sound administrative system. According to Gerald, E. Caiden "The positivistic -interventionist role of government would automatically find reactions in academic inquiry. And as history has shown, the importance of Public Administration as a discipline has been closely associated with the increasing activist role of government everywhere. In the context of the newer and the wider duties and responsibilities thrown on the state, the role of public administration is more vital and important than of almost any other branch of government. As a growing field of knowledge and practice, Public Administration has attempted to meet this challenge".

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