

New Public Administration In India: Its Emerging Trends.

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The scope of Public Administration, in contemporary time has been tremendously enlarged as its functions have enormously increased in number, variety and complexly to such an extent that almost every aspect of the individual tends to be significantly affected by it. The New Public Administration has been emerged since the 1960s. It emerged after the two world wars due to unemployment, poverty, population etc. were increasing and these problems were due to the inefficiency of the administrators and due to the inadequacies in the perception about the scope of public administration to the needs of the people. In India, Bureaucracy has not changed their mind set as compared to that of British rule. This paper have dealt with the New Public Administration and its emerging trends.

Key words :- Public, Administration, Democratic, Development, Legitimacy.

1-1 Public Administration: The Conceptual Analysis

Public Administration, generally speaking refers to the pattern as well as the process of administration undertaken by the Government for the 'Public' or 'People' at large in a Political System. Its meaning, therefore, derives from the words, 'Administration' and 'Public' which conjointly tend to determine its nature and traits. The word 'Administration' etymologically has been coined from the Latin words 'administrate' meaning to care for or look after people to manage affairs (Gladden:18). It is, therefore, concerned with "The organization and direction of human and material resources to achieve desired ends (Pfiffner and Presthus :3). The goals or objectives of a society or a group may be realized in a planned and ordered way through administration. It provides the apparatus and the means through which social or group goals are accomplished. Administration is, therefore, a process of activities characterized by 'ends-means' logic for accomplishment of defined objectives of a society or a group (Gullick and Unwick, 1973 :191).

Public Administration derives its distinguishing traits from the word 'Public' which precedes the word 'Administration'. It connotes the administrative activity undertaken for the accomplishment of public goals of a political system. Public goals are goals or objectives of the

political system and are decided through the process of authoritative allocation of values" for the society (Easton, 1953:134) As such, these pertain to or are supposed to pertain to the outcome of the Political Process, and when politics ends, Public Administration begins. The activity undertaken by the Authorities of the political system for realizing public goals is what is known as "Public Administration". It consists of all those operations having for their purpose the fulfillment or enforcement of public policy (While,1958:1) It is thus "the action part of government (Corson and Harris, 1963 :12) or it may be described" as the continuously active, 'business' part of government, concerned with carrying out the law as made by legislative bodies (or other authoritative agents) and interpreted by courts, through the process of organization and management (Waldo, 1963 : 145).

1.2 Conventional Traits:-

Public Administration may, therefore be characterized by its 'Publicness' as well as its managerial endeavour designed and undertaken for successful implementation of public policies. Its 'Publicness' requires it to be mindful of public interest and also to be responsible to the elected representatives of the people through the political executive under which the Public Administration function. The Political Executive which is formally entrusted with the administration of Public Policies is subject to change and replacement through periodic elections but the Public Administrators who are entrusted with the actual implementation of Public Policies constitute a permanent group of officials. Therefore, political neutrality and anonymity tend to characterize the Public Administrators who function under the Clock of ministerial responsibility.

At the same time, its concern for successful administration of Public Policies requires it to champion and adhere to managerial values of efficiency, economy and effectiveness. Public Administration, therefore, sets forth an organizational structure - 'the bureaucracy' which characterized primarily by the attributes of specialization, impersonality, coordination and hierarchy. Specialization is required in order to enable each employee of the bureaucratic organization to work with efficiency, economy and effectiveness for implementing public policies. It also develops in the employee a rational attitude in the sense of 'ends- means' logic, toward the work entrusted to him to carry out, and consequently, it results in impersonality of the employees in discharging his official functions and duties. Specialization also requires Co-ordination of the activities of the employees for realization of organizational goals, and for this purpose, the bureaucracy relies on hierarchy- a chain of authority command and control to manage and co-ordinate the work divided according to the principle of specialization.

Public Administration is, thus conventionally characterized by the values and attributes of rationality, impersonality, hierarchy, anonymity and political neutrality. These values, however appear to be in conflict with the traditional values of society and democracy as well. Moreover, the scope of Public Administration, in contemporary time has been tremendously enlarged as "its functions have enormously increased in number, variety and complexity"

(Public Administration, 1961:4) to such an extent that almost every aspect of the life of the individual tends to be significantly affected by it. Its traditional function of law-implementation has been increasingly supplemented by its active involvement in the making of welfare public policies. The emergence of welfare state and the indispensability of technical expertise possessed by the Public Administrators for the making of welfare policies are probably responsible for the every increasing scope and importance of Public Administration. It has now become "the machinery used by the service state to place itself in a position to make plans and programmes that can be carried out and to carry out the plans and programmes it has made" (Ibid :5). The consequence is the rise of the awful "Administrative State" (Waldo, 1984).

Public Administration, thus thoroughly permeates the society and affects it (Applely, 1945). However, the bureaucratic form of its organization and style of functioning tend to be in tension with traditional social values (Rosenbloom, 1989: 400)'. Upholding the values of rationality, impersonality and hierarchy, Public Administration is at odds with the society, which thrives on emotive interactions of its people. Administrative action is rationally organized in the sense that logical means are adopted for attaining a defined end and therefore, the means-ends, logic becomes clearly visible in it. Ends and means are precisely decided by the use of expertise and logical actions are undertaken, without any emotive feelings, for attaining the goals. In this process, commands flow downward through the hierarchy and information flows upward, and the administrative activities become impersonalized.

Public Administration, thus relies on 'rationally organized action', but society is characterized by 'social action' (Hummel, 1977:20) The differences between these two kinds of action have succinctly explained by Hummel: "Social action is normally initiated by a human being who has certain intentions or purposes. The action is intended to convey such goals or purposes and is addressed to a social partner whose understanding of the action is a key part of the purpose. Social action then, consists of a human initiator, the action itself it does not have and a human recipient or co-actor. Bureaucratic action is reduced to the action itself. It does not have a human originator in an office whether or not a specific human being fills the role of office holder (Ibid:29) .

Society, as a corporate entity, exists and continues to exist because of social action of its members, who interact with one another with affect and emotive feelings. Affect constitutes an integral part of the personality of the individual and as such it is reflected in his her activities and behavior. It also characterizes the social action and interaction of the members of the society. Devoid of affect and emotional feelings, the individual would become on automation and the society would lose its human and animate character. Society, in the normal sense of the term, therefore, can not exist where people feel no affect toward one another (Rosenbloom,1989:401)and where they perform their functions with complete impersonality. On the contrary, social actions imbuing with emotive feelings tend to bind the people together and to enliven the society.

Social value, thus, stand in sharp contrast to the values of public Administration and there ensues a cultural conflict wherein Public Administration, because of its all pervasiveness in cotemporary societies, tend to impinge upon societal values. The consequence is an increasing development of a sense of anomic (Ibid:29) in the people who tend to deal impersonally among themselves in society, and the organic character of the society is being gradually eroded.

Anti-Democratic Tendency:

The principles and values of Public Administration also tend to be incongruous with those of Democratic Political System. Democratic government is based on the consent of the people. It is constituted by the people's representatives elected through periodic elections and it remains in power or is replaced by a new one on the basis of the verdict of the people expressed through elections. Democracy therefore, requires active participation (almond and Verba, 1972:230), of the people in the Political Process and participation in turn is facilitated only when people enjoy freedom (Lipson, 1964:526) and political equality contrary to these democratic values of equality and freedom. Public Administration upholds the principles of hierarchy and command (Dahl, 1956:84). And being characterized by the attributes of permanence and impersonality, it contradicts the democratic principles of rotation in office, openness and political affect.

Thus democracy champions the values and principles of equality, rotation in office, freedom, pluralism, citizen-participation, openness, community feeling and legitimacy based on election whereas Public Administration favours the values and principles of hierarchy, seniority, command, unity, participation based on expertise secrecy, impersonality and legitimacy based on expertise (Rosenbloom : 405). These values of Democracy and Public Administration tend to conflict with one another. In this cultural conflict it is again, Public Administration which because of its expertise tend to threaten and impinge upon the values and principles of representative democratic government. Consequently, people seem to develop political apathy, and their 'Participant role' in the Political Process is being gradually replaced by subject role (Ibid :405). As Redford rightly observes. The first characteristic of a great body of men subject to the administrative state is that they are dormant regarding most of the decisions being made with respect to them (Redford, 1969:66).

Development of this sense of political alienation and apathy in the people may be traced to the rise of the contemporary Administrative state where political power based on the consent of the people is being increasingly replaced, in reality by bureaucratic power based on technical expertise (Hummel : 193) and where, therefore, people come to feel that the state is beyond their control.

Public Administration, thus is in tension with both the society and the Democratic Political System. Principles and values, which conventionally characterized Public Administration not only conflict with societal and democratic values but also tend to

overshadow them. This emerging trend appears to be disastrous for both the society and humanity at large by way of inadvertently impinging upon the human values of equality and freedom as well as the emotive interaction of the people. The rise of the Administrative State in contemporary societies owing to the indispensability of technical expertise of Public Administration and the all perverseness of Public Administration seems to be at the root of the emergence of these deploring phenomenal. Therefore, it becomes imperative to approach Public Administration with a new perspective for lessening some of its awful and prenticing effects.

1.3 New Public Administration : Some Emerging Tends:

The Public Administrative System is a vital part of the society. It is one among the various social systems such as Political System, economic system, societal system, cultural system etc. of which the society is comprised, yet it is, perhaps, the most important one as 'authoritative decisions' Concerning societal goals are implemented and realized through it. However, it cannot function in isolation from other social systems, which constitute the environment for its operation. Retaining and maintaining its own identity, it has to interact with other social systems and therefore, it is very much susceptible to environmental influences. As Appleby has rightly pointed out, it impinges upon and is affected by practically everything that exists or moves in our society (Appleby:6).

This complexity of relationships between the Public Administrative system and the Environment (i.e. the various social systems) need be recognized and explored into for understanding the working of the Public Administrative system in the society. Therefore, the question of efficiency and economy in the execution of public policies through the Public Administrative system for realization of social goals ought to be looked a new in the light of the interpenetration and reciprocal influences between the Public Administrative system on one hand and its environment comprising the various social systems on the other.

The attributes of rationality and non-emotiveness which characterize Public Administration out to be re-interpreted in view of the emergence of welfare state contemporary societies, despite differences in their political arrangements and ideologies, tend to adopt more and more welfare measures for the benefit and betterment of their people. When public policies tend to be more and more welfare-oriented, it is undesirable for Public Administration and its personnel to adhere to the attribute of emotional aloofness in implementing Public Policy. Unless the Public Administrators develop sense of commitment to 'Development Administration' in implementing Public Process the purpose of welfare legislation would mostly be defeated. Therefore, rationality in administration in the sense of 'ends means logic' and impartiality or equality of treatment as well as non-emotiveness in the execution of Public Polices ought to be supplemented with commitment to welfare goals and values of social equity so that benefit will really accrue to the people and social peace and harmony will be maintained (Frederickson, 1971:312).

The rise of the Administrative State consequent upon the making and implementation of welfare legislations necessitate re-thinking on the attribute of anonymity of the Public Administrators. As Public Administration today touch upon almost every aspect of the life of the individuals, Public Administrators may have enormous opportunities to do harm to them on the plea that they are simply following the orders from above in the hierarchy. This scope for the arbitrary use of power without responsibility for action undertaken should be restricted and public Administration should not be rule by nobody. Public Administrators should be made personally responsible and accountable (Rosenbloom : 497) for their all acts of omission and commission in exercising their official powers and functions. They should be held personally liable if they violate the individuals constitutional rights. Hence, they ought to be aware of the constitutional rights of the individual and the limits on governmental authority and they should also have a right to disobey unconstitutional directives of superior officers in discharging their official functions. Introduction of personal responsibility for Public Administrators would tend to protect the constitutional rights and liberty of the people and thereby would diminish the possibility of doing harm to others in society. The conventional attribute of anonymity should, therefore, be substituted by the attribute of personal responsibility of the Public Administrators (Harmon, 1971:179).

The attribute of specialization, which provides legitimacy to administrative activity, may be reconsidered in view of the increasing affect of the people toward the value of representation. Public Administrative Organization –i.e. the Bureaucracy may therefore be imbued with the representation value (Rosenbloom: 498) in order to be legitimized and administrative personnel may be recruited in proportion to the diverse social composition of the population of the society. The rationale for representative bureaucracy derives from the fact that since the administrative branch in contemporary welfare societies, has become the policy making center in reality, it ought to be re-structured to enable diverse social groups to be represented and actively associated with the making and implementation of Public Policies. It is through representation that the Public Administrative Organization may strive to secure legitimacy from the people. Therefore, the attribute of expertise, which conventionally characterizes Public Administration, ought to be supplemented with the values of pluralism and representation.

Public Administration ought to be re-invigorated with the participation of the people in its activities. People should be given opportunities not only to raise administrative issues and have them considered but also to be associated with execution of Public Policies, especially welfare policies. Moreover, public employees should be given opportunities to participate effectively in the making of administrative policies in their respective administrative organizations. Such participation by public employees in the decision-making process at their work place is as desirable as citizen- participation in the political process of a democratic society because Public Administration ought to be democratized by being infused with the democratic values of participation and equality if democracy as a form of government is

expected to be successful in that democratic society. Participation by public employees in the decision-making process at their work-place, and people's participation in Public Administration would most likely, foster sense of belongingness in the people and contribute toward efficiency as well as legitimacy of Public Administration (Ibid: 499) . Therefore, the traditional attributes of hierarchy command and non-participation in the decision-making process ought to be replaced by equalitarian and participatory values, so that Public Administration may become responsive to public interest in the true sense of the term.

Public Administration in contemporary societies, ought to compromise with its traditional values and attributes, which conflict with the values of society and democracy. The global political trend, today is toward democracy which also imbues with human values. This trend is like to extent significant influences upon Public Administration to adjust itself with the values of society and democracy. In this changing situation Public Administration is required to develop a new perspective and its conventional values of non-emotiveness, anonymity, hierarchy and non-participation ought to be substituted by the values of commitment to public welfare, personal responsibility, equality, representation, participation and responsiveness so that it may become socially relevant.

In case of India, Bureaucracy has not changed much compared to that during the British Rule. It is as yet being characterized rigid by the values of hierarchy, non-emotiveness and anonymity and also by an attitude of aloofness to the welfare of the people. As A.H. Hanson emphatically points out. "It is too remote too cut off by educational background and manness of living from the great majority of the community to be fully effective either as a means of group-consultation or as a listening post". This 'elitist character' of the Indian Bureaucracy adorned with undemocratic and unsocial values and propensities, most probably, poses as the stupendous obstacle in the process of Development Administration. In order to play an effective role as the vital agent of societal modernization and development, the Indian Bureaucracy is required to develop itself on changing its traditional traits and accepting values of our democratic polity and society and practicing them with sincerity and faithfulness. Unless thee takes place administrative development in conformity with values of Democracy, liberalization and globalization, the prospect of the India Administrative System contributing to socio-political stability progress and development seems to be bleak.

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