HSST POLITICAL SCIENCE

Part IV: Theories and concepts of Public Administration

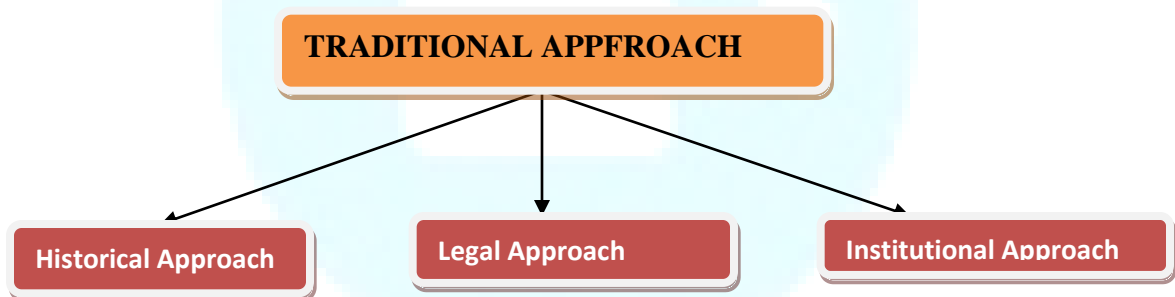**Module III-Approaches to Public Administration**

I-Traditional Approach

II-Modern Approach: Marxian, Behavioral, Ecological, Structural, and Functional

- An approach is a way of gaining access to the understanding of a subject or a discipline.
- It refers to a particular manner of dealing with the problem.
- It defined as a way of looking at and then explains a particular phenomenon.

I-Traditional Approach to the study of Public Administration

- Traditional approach is said to be value-free.
- Traditional approach is historical, descriptive and prescriptive in character.
- It is divided in to three: Historical, Legal and Institutional Approaches

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                    │   TRADITIONAL APPFROACH      │
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   │ Historical     │  │ Legal        │  │ Institutional        │
   │ Approach       │  │ Approach     │  │ Approach             │
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1. **Historical Approach**
   - ❖ The historical approach sought to explain the administrative institutions in the light of their past.
   - ❖ It analyses the administrative institutions by tracing their development within a particular time span.
   - ❖ This approach organizes and interprets the information relating to administrative institutions in a chronological order.
   - ❖ The Historical approach to public administration focuses on the administrative systems, process and policies practiced in the past and then try to interpret them relevantly in the context of present times.
   - ❖ Study of public administration said to be incomplete without understanding the evolution and progress of civilization.

❖ Helps how government adjusted administration and functioning with changing time and situations.

2. **Legal Approach**
   - It views public administration as applying and enforcing law.
   - The legal approach to public administration is related to the judicial functions in government
     which emphasizes the administrators' role in applying and enforcing the law.
   - It is also concerned with the adjudicatory role of public organizations.
   - There is interdependence between Low and Government.
   - The main focus is on the power, sovereignty and subsidiary organs of the governmental organizations.
   - Primary stress on office, assigned duties, limitations, prerogatives, rights and the duties of citizens.
   - It is impossible to know public administration without knowing the administrative low under which it is built.

3. **Institutional Approach**
   ❖ Institutional approach is closely related to legal approach, yet it is different.
   ❖ Institutional approach lays stress on the study of political institutions and structures like executive, legislature, judiciary, political parties, interests groups etc.
   ❖ Aristotle is an important contributor to this approach.
   ❖ The institutional approach proceeds to study the organization and functioning of government, its various organs, political parties and other institutions affecting politics.

II-Modern Approach to the study of Public Administration

- Modern approach are empirical in nature
- it is value –laden
- It Is analytical rather than descriptive
- It analyzes contemporary issues.
- Types of modern approach are Marxian, Ecological, Structional-Functional Systems, Development, Comparative etc...

1) Marxian Approach

Karl Marx has often been cited as the most powerful personality in the history of human civilization. His main interest centered around three basic concepts the development of capitalism, the magnitude or extent of its exploitation of working class and, finally, the emancipation of working class.

He studied the development of capitalism in some major capitalist countries of Western Europe and, in course of his investigation or study; he observed how the capitalist states of Europe were administered. This approach of Marx finally leads to the exposure of administration of capitalist states. He saw that bureaucracy, to the capitalists, is not simply a mode of public administration but also an instrument of exploitation of the working class. This is the gist of Marxist approach to bureaucratic administrative system.

Marx views on Bureaucracy

- Marx never attempted a full length of discourse on public administration
- Saw administration as something complementary to capitalism.
- Marx has made reference about Bureaucracy on Critique of Hegel's Philosophy of rights.
- Made comments on structure and behavior of bureaucracy with state and society.
- For Marx bureaucracy refers to the system of admistration and the individuals who run it.
- It arises in special socio-economic conflict.
- The crisis of capitalism and advent if communism.
- Marx views Bureaucracy as an appendage of the capitalist ruling class.
- They facilitate the continuation of existing ruling
- Marx believed it as Rational but it depends on the socio-economic background in which it is placed
- So for him it was not a universal design.

2) Structural Functional Approach

- The structural functional approach to public administration is a term adapted from sociology and anthropology which interprets society as a structure with interrelated parts. This approach was developed by the celebrated anthropologist Malinowski and Radcliff Brown.
- The structural-functional approach is derived from earlier uses of functionalism and systems models in anthropology, sociology, biology, and political science. Structural functionalism became popular around 1960 when it became clear that ways of studying U.S. and European politics were not useful in studying newly independent countries, and that a new approach was needed.

- Structural functionalism, or simply functionalism, is **a framework for building theory that sees society as a complex system whose parts work together to promote solidarity and stability**.
- It is emphasizes on maintenance of social stability, collective functioning, and social evolution.

- It involves on every society is a well-integrated system consisting of relatively persistent and stable structures.
- Riggs model is an example of this approach
- Leading scholars- Robert Merton, Talcott Parson, Marion Levy etc...
- Dwight Waldo referred to Structural –Functional Approach in Public Administration for first time.

3) Ecological Approach

The ecology of public administration is a manifestation of the environmental forces that check the practice of public administration in any given society. In the natural or biological sciences, the term ecology refers to the interplay of a living organism, with its physical and social environment. Like living organisms, bureaucracies are conditioned by their environments, and the conditioning is naturally mutual.

The ecological approach has also been utilized by Fred Riggs in the ecology of public administration and his administration in developing countries. In his work, Riggs conceptualizes the prismatic model of administrative system which deals with a range of social phenomena and behavior which influence the political and administrative aspects of life in developing countries.

The ecological approach in public administration focuses attention on the dynamic relationship between a public administration system and its total environment, physical, culture, and historical economic and political.

Ecology in public administration was primarily introduced by **Professor John M. Gaus**, one of the early pioneers of public administration. In his introduced concepts, he emphasized that the public administration including its development as well as its activities were influenced by its setting or ecology. The ecological approach to the study Of Public Administration was initiated by J.M. Caus,Robert A. Dahl arid Robert A. Merton long before Fred W. Riggs. But it was Riggs who made a significant contribution to this approach.

The public administration begins to study the relationship between society and nature and this is the subject of public administration and ecology. **Because of the clear influence of environment upon society and mode of living of the people** public administration and ecology have come to be related.

4) Behavioual Approach

- Behavioral movement came into existence in the discipline of public administration in the late 1930sand early 1940s.
- This approach primarily focused on the study of human behavior in different administrative settings.
  It emerged as an alternative to provide realistic description of how people actually behave in the organization.
- It considers administrative system as a pattern of behavior that depends on a network of human relations.
- It emphasizes on conducting and promoting scientific research relating to human behavior.
- More emphasis in socio-psychological factors than structure and institutions.
- Various scholars adopted this approach while conducting several cross-national, cross– cultural, cross-temporal and inter-institutional studies in administrative behavior.
- **Exponents** – David Easton, David Truman, Gabriel Almond, Robert Dahl, Harold Lassweel.
- Behaviouralism is an inter-disciplinary.

5) Developmental Approach

- The term 'development administration' was first coined by U.L. Goswami, an Indian scholar. He used this term in his article entitled. The structure of Development Administration in India,
  published in 1955.
- George Gant, an American Scholar, who is regarded as the father of development administration. He too started using the term during the same period. His book 'Development Administration: Concepts, Goals and Methods' was first published in 1979.
- Donald Stone defines; Development Administration is concerned with achieving national development.

Characteristics

- ❖ Change-orientation, that is, bringing about socio – economic change rather than maintenance of status.quo.
  Goal -orientation, that is, achieving progress in social, economic, political and cultural goals.
- ❖ Commitment, that is, high morale and motivation in work situation to achieve the developmental goals.

- ❖ Client orientation, that is, meeting the needs of the specific target groups like small farmers, children and so on.
  Temporal dimension that is, completing development programme within a time limit.
- ❖ Citizen - participative orientation, that is, enlisting popular support and involvement in the formulation and implementation of development programmers.

- ❖ Innovativeness that is, replacing or improving the administrative structures, methods and procedures for the effective realization of developmental goals.
- ❖ Ecological perspective, that is, interaction between developmental bureaucracy and its social, economic and political environment.
- ❖ Effective coordination, that is, achieving coordination between the multiple specialized units and programmers involved in the developmental tasks.
- ❖ Responsiveness that is, responding to popular needs and demands**.**