THE GROWTH OF PUBLIC ADMINISTRATION

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No time is more propitious than today to discuss the growth and importance of public administration. The study of public administration has attained immense prominence in the modern period. It has come to be developed as an independent science based on its own principles and methods of enquiry. It has found an accepted place among the social sciences today. Public administration is a science of recent origin and still a growing faculty. This does not mean that public administration did not exist in the previous periods of history and purely a modern product. The art of public administration has been in existence throughout the history of mankind. It is as old as man himself. It developed along with society and state. It became prominent with the development of political institutions and political consciousness. It has not been considered a science, a subject of systematic study till recently. This growth of public administration as an independent discipline is due to enormous expansion in the scope of public administration in the modern state. The important role of public administration is profoundly influenced by political, economic, scientific and social environment of the age. In the modern state, we have come to speak in terms of administration like administrative process, administrative service, administrative procedure, administrative law, administrative justice, administrative planning, administrative legislation and administrative consciousness. In other words, we are living in the epoch of the administrative state.\(^1\) The problems of public administration are so many and so important that modern state has come to be described as the Administrative State, state full of administrative problems. Every government in the modern state interested in public administration and thinking in terms of reform and reorganisation of public administration. It has undertaken a survey of public administration and administrative planning. It has come to appoint commissions and committees to enquire into the problems of public administration and to suggest reforms. Recently UNESCO\(^2\) conducted a survey of public administration enquiring into techniques and methods. It is also trying to co-ordinate and to standardise the date in public administration. This bears a testimony to the importance of public administration in the contemporary period. This enormous expansion of public administration in the modern state is due to the

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\(^1\) W. A. Robson: Public Administration today. P. 2.

influence of certain diverse factors, outstanding among them are the rise of welfare state, emphasis on administrative problems, technical nature of administrative problems, effect of modern life, importance of planning, growth of administrative machinery, increasing public services, impact of science and technology, influence of democracy, need for economy and efficiency in public administration.

In the modern state there is more emphasis on the problems of administration. Administration has become the essence of the government. In the previous periods of history the emphasis was more on the problems of political theory and political organisation. The theoretical problems like liberty, equality, fraternity, sovereignty, law, political obligation, nature of the state, origin of the state, structure of the state, ends of the state and so forth attracted the attention of political philosophers and administrative aspects did not receive due recognition at the hands of political thinkers. But with the progress of civilisation and growth of administrative problems, it has grown very complex and it has become a science of its own. Its operations are now on a vast scale and require for their performance organisation and technical processes extending in size and complexity. The administrative problems like the machinery of government, administrative authorities, administrative organisation, administrative areas, administrative procedure, personnel of administration, fiscal management, public cooperation, co-ordination and public control need urgent consideration in the modern state.

The nature of administrative problems which we face in the modern administration are of special nature. The problems of public administration are not simple and plain as they were considered in the previous years. But they are complicated and technical. They need a scientific and specialised approach. Administration has become an expertise profession and it is the field of experts and scientists today. Few major tasks can be performed without the assistance of experts and technicians. The ordinary man has no place in the technicalities of administration. Modern administration is not possible without a body of men and women who are trained in the science and art of public administration. Administration requires extra-ordinary talents, virtues and devotions. There has been a revolution in the field of public administration. On account of this fact, new methods and organisations have come into existence with the advance of civilisation. All the elaborate technology, investigation, scientific approach were unknown in the field of public administration a hundred years ago. As a result, there has been a movement for scientific management of public affairs.

The role of public administration has attained a new meaning in the context of the welfare state. The many new political, economic,

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scientific and social changes are fundamentally responsible for this new philosophy of the state and the concept of public administration. In the modern period there has been a transition from individualism to socialism. The police state has become the welfare state. The theory that best government that performs least is discredited. The modern state is more positive than negative. As a consequence, government has come to undertake social services like, public education, public health, medical aid, transport, communications, housing, social security and so forth in addition to the traditional duties, law and order, defence and justice. Consequently, the administrative activity has increased. A new social order based on economic and social justice designed to promote the welfare of the people cannot be achieved without fundamental changes in the scheme of public administration. In addition to the welfare activities, state has come forward to undertake new activities like industry, commerce and trade. The policy of nationalisation has become imperative in the modern context and has resulted in public ownership of certain activities. As a result public enterprise is expanding both in scale and scope. The efficient conduct of these state enterprises has come to discover new methods and organisation in the field of public administration.

The expansion of public administration is also due to growth of administrative machinery. The increased social services and state enterprises have brought about certain fundamental changes in the organisation of administration. The departmental system, the traditional organisation has become inadequate. There has been the emergence of new administrative bodies like public corporations, bureaus, councils, commissions, boards and committees. The role of these bodies has increased because of the complex and diverse administrative activities. These bodies have come to be adopted according to the nature of the work, the volume of work and objectives of public business. These bodies have come to demand self-government in the field of administration. These bodies must enjoy as much autonomy as possible in the conduct of public affairs to be efficient. The main purpose of constituting these several types of bodies is to free the conduct of public enterprises from the influence of political forces, to ensure autonomy, to provide flexibility and initiative in the field of public business. The emergence of these bodies has resulted in new relations with legislature, executive, services and public. It involves a re-valuation of many principles of public administration. In addition, there is need for integration in the administrative system to realise effective planning, co-ordination, economy and efficiency in the administrative process. These administrative bodies are not separate and independent rigidly in their activities. But these bodies have come to perform different activities for the realisation of common objectives.

1 F. M. Marx: Elements of Public Administration. P. 236.
They are based upon the principles of division of labour and specialisation of activities. They belong to the same government and the same field of administration. Hence there is need for effective integration for the realisation of common objectives of the administrative system.

The structure of administration is also affected fundamentally due to new political, economic, scientific and social changes. These have necessitated the re-organisation of administrative areas and administrative authorities. The structure of the state whether unitary or federal is undergoing a change. The problem of inter-governmental relations is becoming complex. The trend is towards extreme centralisation in the modern state.\(^1\) This is the result of several factors like, the influence of science and technology, transport and communication, the growth of economic planning, the need for efficiency and economy, the defects of local authorities and increase of national problems. Centralisation has no doubt certain advantages of uniformity, efficiency, economy and unity in the field of administration. But it is not without dangerous consequences. It kills the local initiative, local enthusiasm, spirit of responsibility, leads to delay and ultimately local authority, which is the school of democracy, will be in danger. So also, the consequences of extreme decentralisation are detrimental. It may result in isolation, narrow-mindedness, waste, duplication, disintegration and inefficiency. Hence, the main problem in public administration is to compromise centralisation with decentralisation and to create such administrative areas which will be conducive for both efficiency and the development of democracy.

The tasks of public administration are too technical to be performed by the ordinary civil servant. As a result there is the growth of new civil service which is a expertise profession in the modern period. Civil service has become the phenomenon of the modern state.\(^2\) It is one of the inventions in the constructive field of public administration. The civil service is the steel frame of the government. It is the brain trust in public administration. A distinction has to be drawn clearly between the political service and the civil service. The former is political in nature, honorary, temporary and amateur in the field of public administration. Whereas the latter is permanent, paid, trained in the art of administration. The main function of political service is to lay down the policies and programmes of the government as a representative body of the people and the actual administration of the government is the responsibility of the civil service. As a result the role of the civil service has become more onerous, because the efficiency of administration depends more upon the calibre of the civil service. The calibre of the civil service, in turn, depends upon the methods and organisation of personnel management. In view of the importance of

\(^1\) W. A. Robson: Public Administration today. P. 6.
the civil service, there is need to reconsider the main problems of personnel management, outstanding among them are the methods of recruitment, the basis of promotion, pay scales, conditions of discipline, fundamentals of morale, the problem of retirement, the role of public employee associations and rights and duties of civil servants.

The complexity of modern life is also responsible for the expansion of administrative activities.\(^1\) The industrial, scientific, and the technological revolutions have affected society in various ways. Individual has lost his social and economic security. Individual is no longer self-sufficient and self-reliant. Every individual has come to depend for his existence and amenities of modern life on public authority. The satisfaction of these amenities of life has become the obligation of the government. Consequently, public wants have increased and government has undertaken increased responsibility to provide the essentials of life like education, public health, transport, communication, employment, medical aid, housing and so forth in addition to traditional duties like justice, security, law and order. These increased activities on the part of the government have increased the scope of administration. Further, the achievement of science and technology cannot be employed for the benefit of social welfare on a large scale, except by the public authority. The satisfaction of these public amenities demand a large scale production and distribution on the part of public authority. The satisfaction of wants does not depend merely on policies and programmes, but on efficient management of these services. Every government in the modern period is confronted with many difficult problems to cope with these increasing activities in every direction. When the task of public authority is expanding, the range of public administration is also being extended, because every phase of new programme of the state is reflected in the additional administrative activity. It is not wrong to say that in the modern state the problems of common man have become the problems of public administration on which depends his welfare, as he expects daily certain minimum services from the public authority.

The movement for scientific management is the result of science and technology.\(^2\) The impact of science and technology on public administration is great. The growth of technology and science, and their application to the business side of the government have created a new environment. The modern government has come to construct on a large scale positive responsibility for the advance of science and its application to human ends. The problem of organising scientific achievements within the frame work of administrative system is yet unsolved. The whole technical equipment of the present day administration depends upon science and its invention. The effectiveness of governmental action has been increased immensely as a result. More

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2 Ibid., P. 13.
fundamental is the change in the nature of administrative tasks introduced by invention and technological change in the life of the people. There is a wide application of scientific knowledge to every problem of community welfare. The unexampled development of science and technology has transformed both the equipment and the tasks of public administration. ¹ Science is not only furnishing the tools with which administration works, but also it is transforming the methods from the rule of thumb to the rule of expert in the field of public administration.

The development of inter-state relations on a large scale is another new field of activity in public administration. Public administration does not confine to local or state or national boundaries today. It has become international in character. The foundations of international administration have already begun to appear in the form of League of Nations and the present UNO. This is the result of internationalism. In the modern period there is a trend towards the world state and world government. The whole world is knit together by the conquest of time and distance due to achievements of transport and communication, and science and technology. The international relations in the field of political, economic, social and cultural life have increased. No state can afford to remain isolated except at its own peril. International co-operation is the need of the hour and the ideal of national self-sufficiency has become out of date. ² The coming of atomic and nuclear weapons as the chief methods of destruction has further strengthened our faith in internationalism. War is no more a method of settling international disputes. Peaceful methods are the only safest methods. In this new context, the role of modern governments in the field of diplomacy has undergone fundamental changes. We have come to live in a period of collective security and collective progress. The alternative before mankind is either to live a life of co-operation or court disaster. The administration of UNO and its specialised agencies like UNESCO, ITO, International Bank, IMF, WHO and so forth has resulted in international administration on which depends the peace and prosperity of the mankind in this war-torn world.

The growth of democracy with its ideals and institutions has brought about fundamental changes in the field of public administration. It has infused the spirit of democracy into the machinery of administration. ³ As a result, public administration has become democratic in nature. Public administration must be consistent with the ideals of democracy, both in theory and practice. The ideals of liberty, equality, rights, social justice must be correlated with the administrative process. Administration has accepted the supremacy of the people as the ultimate masters of the government. Government is accountable to the public

for all activities. Public opinion has come to exercise enormous influence on the administrative progress. Government is both responsible and responsive to the needs and aspirations of the public. The policies and programmes of administration consistently must be laid down taking into consideration the demands of the public. In a democratic administration, further, there is need for better relations between administration and public. The role of non-officials as the representatives of the public in several bodies of administration has increased to provide representation in public administration of the state. People and government must co-operate with each other. To facilitate this co-operation between public and administration, there is need for right conduct of public relations. The administrative authorities must inform the public the programmes, objectives and progress of their work. So also they must try to ascertain the reaction of the public through proper agencies of public opinion and try to maintain constant contact with the public. Further, the structure of machinery of government has come to change with the growth of new responsibilities and powers in the modern state. The role of the Legislature too has increased as it represents the people. Legislature is the source of all administrative authority. It provides the essentials of administration like policies and programmes, laws and regulations, finance, personnel, machinery and watchers the daily conduct of administration by several methods. Therefore the problems of representation and organisation of the legislature need certain changes keeping in view the role of the legislature as a board of management in public administration. In spite of the importance of legislature as an ultimate authority, there are several defects as a deliberative body, which have forced the growth of executive in the modern government. Legislature is too big a body; It does not meet frequently, only twice or thrice a year; Its members lack acquaintance with many matters of administration; It will not be a effective body in times of emergencies and crisis to conduct public administration. In view of these handicaps, there is delegation of power to the Council of Ministers or a Standing Committee of the legislature. As a result, the task of conducting administration is thrust upon the Executive in the modern governments. This growth of the Executive in the modern state has been criticised as the domination of the Executive at the cost of the legislature. One of the main problems in modern administration is to establish from the point of public business, proper co-ordination between the Legislature and the Ministry. These two bodies should not be independent rigidly. It was never possible to separate completely and it has never attempted to separate both these organs in the machinery of government. The doctrine of separation of powers is limited in practice and is not of much significance. Today the scale and importance of governmental action make it imperative to have a very

considerable degree of co-ordination between these two organs. It is not enough if they check each other and they must work together as a team to promote the efficiency of the administration. Therefore, the working relationships between them are an important subject of enquiry.

In modern democratic administration, further, there is need for better relations between the ministers and the civil service. Both are necessary institutions in a democracy. There is need for combination of both amateur and the expert. Democracy can succeed only by the judicious combination of the amateur and the expert. Public administration must make provision for both the amateur represented by the Minister and the Expert represented by the Civil Service. It is the association of the amateur that provides the representation of the democratic element and the civil service the bureaucratic element. One of them makes a government popular and the other makes it efficient. The main function of civil service is to advise and to provide expert opinion on problems of administration. The ministers as the representatives of the public must take their decisions on the basis of expert advice tendered by the civil service. Both of them must co-operate and work together in a spirit of harmony and patriotism. Any fundamental difference between them will lead to dislocation and wrong judgments in public administration. The problem of discovering devices to ensure co-operation between Minister and Civil Service is complicated and attempts have been made to establish conventions. It is not possible to achieve this co-ordination between them by rigid rules and regulations. It more depends upon the goodwill of both the ministers and the civil service in daily conduct of public affairs.

No less an important feature of the modern government is the emergence of administrative power. The trinity of governmental powers legislative, executive and judicial has been challenged by the growth of administrative power. It has come to eclipse the other powers of the government. The administrative authorities have come to exercise quasi-legislative and quasi-judicial powers in addition to their administrative discretion. Consequently, administrative legislation and administrative justice have become common in the modern state. This rise of administrative justice or adjudication is the result of administrative problems and cases. The ordinary adjudication of administrative cases is both costly and belated. It is not also possible to expect justice in the ordinary tribunals which consist of judges who have no sufficient knowledge and experience of administration. As a result administrative adjudication has become a necessity in the modern state. This rise of administrative authority in different forms has been criticised as new leviathan, new despotism and the triumph of bureaucracy in the field.

of public administration. This criticism is based upon the belief that the growth of administrative authority will endanger the liberty of the individual. The exponents of individual freedom as against the bureaucracy have come to offer many safeguards to protect from the dangers of bureaucratic administration. The problem of modern administration is to devise such methods of democratic control to prevent the evils of bureaucracy.

Planning has come to play significant part in the modern history. It has become the major problem of the government. It is almost essential for modern society in every field of social activity, particularly in the field of economic life. Economic planning is the foundation of prosperity and progress. Planning has been adopted to realise several objectives by the government like the development of resources, to raise the standard of living, to provide full employment, to increase production as well as to effect equitable distribution. The success of planning depends on efficient administration. Economic planning is incomplete without proper management of the policies and programmes. The process of planning involves certain fundamental changes in methods and organisation of public administration.¹ It involves the determination of policies and objectives; It must take into consideration the actual needs of the country; It must provide necessary methods and organisation by which the desired objectives can be obtained; It must assess human as well as fiscal resources to implement the objectives; It should discover certain measuring standards by which the progress of planning can be measured; It must ensure proper co-ordination of administrative bodies and secure sufficient public co-operation. There must be co-ordination between economic planning and administrative planning. In democracy, there can be no success of planning without the presence of a clean, efficient and impartial administration.² If there is no co-ordination between the two, it will lead to waste of resources, duplication of objectives, delay, postponement, wrong actions and ultimately failure of planning. Therefore, modern government which employs the technique of planning for the betterment of social welfare must pay equal attention to both economic and administrative planning.

The need for efficiency in public administration is the need of the hour when every government has undertaken large scale management. The objective of administration is the efficient conduct of public affairs. Efficiency is considered as the core of administration on which depends the success of the government. Most of the thinkers have accepted efficiency as the test by which the worth of public administration can be judged. Efficiency in broader terms can be described as the right conduct of public affairs without any mal-practice. Efficiency is often disturbed by certain mal-practices like wrong judgments, cor-

¹ W. Brooke Graves: Public Administration. P. 470.
ruption, favouritism, victimisation, nepotism, delay, misappropriation and misuse of powers. These defects have become more apparent due to the influence of democratic forces. Democracy is often criticised for inefficient administration, because political influence has come to spoil the morale and integrity in public management. The role of party system as an extra-legal institution of democracy has become more positive in the affairs of government. Every government in the modern period is a party government and party indirectly has become the government of the day. This role of party system in modern democratic government has come to affect the efficiency of administration. It has brought in its train many evil forces like political influence, party rigidity, party intervention, spoils system. These consequences have come to endanger the morale of public administration. Thereby there is need for compromising efficiency with democracy. Efficiency should not be sacrificed for democracy and vice versa. It must be consistent with the institutions of democracy. Both government and public are interested in safeguarding efficiency. It is the test for every government to prove worthy of its existence. Public is keen on efficient administration because on it depends the amenities of life. Good government and bad administration can never go together. It must be accompanied by an efficient and impartial administration. The task of public administration in the modern state is to discover such methods to safeguard and to preserve both efficiency and democracy.

The problem of economy is also important for the expansion of public administration. It is as essential as efficiency. Efficiency and economy are the twin objectives of public administration. Economy implies the effective utilisation of resources both human and financial to realise the objectives of government. In the modern welfare state, particularly, the factor of finance has become the crux of the problem, when government has undertaken increased social services for the welfare of the people. The main problem of public finance is to find adequate resources for the declared objectives. But unfortunately public wants are unlimited and resources are limited. Further, fiscal policy is the positive instrument of the modern government to eliminate social and economic evils like inequality and injustice. Therefore, there is need for the reconsideration of many principles of public finance in the context of welfare state. The principle of maximum social advantage, which is the ideal of public finance, must be restated. It must determine, all round activities of public administration because public administration consists in the management of men and materials effectively for the realisation of the objectives of the government. The present trends in public finance are alarming. The sources of public

income have become inelastic and public expenditure on the other hand has been increasing by leaps and bounds due to the increased activities and rise in the cost of administration. Government has often resorted to public loans to undertake permanent and productive services. Fiscal administration is no less important as a branch of public administration. The public money must be managed economically and efficiently. It depends upon the methods of budget, accounts, audit and control of financial activities. In addition, the role of public bodies like legislature, finance department, department of accounts and audit, treasury, public estimates committee, public accounts committee must be re-examined in fiscal administration keeping in view of these new responsibilities in public management.

Finally, public administration even as academic study has made considerable advance in the modern period. It has become a subject of intense study and research. It has found an accepted place among the Universities and Colleges. Education in the field of public administration is becoming popular and it has become an essential part of the modern system of education. Every government in the modern state is interested in the development of public administration. The several schools and institutes have come to be established to conduct special studies and research. This growth of public administration as a subject of importance is due to the utility of the subject. The values of public administration need not be emphasised. The study of public administration has certain positive advantages. It helps us to develop a body of principles based upon scientific methods of enquiry. These principles of public administration may be adopted to guide the administrative activities of the modern government and to solve many difficult issues. The study of public administration will also improve the calibre of public service in the modern state. It prepares the students of public administration for future public service. In the field of research, it will conduct enquiry and intensive investigations into many problems and situations. It will help us to discover the several causes, and methods by which these defects can be remedied. The results of research will help us also to analyse many complex problems of the modern government. Not the least, it will lead to administrative consciousness among the citizens of the state. A widespread study of public administration will educate and train the public in the methods and objectives of public administration. It will educate the citizen to play his role impartially being aware of defects and having a sense of appreciation for many good services. There is need to carry the knowledge of public administration to the doors of citizens by popular literature and lectures to awaken them to take lively interest in exercising their rights and discharging duties efficiently. Therefore, the need for educational programme in the field of public administration has become all the more important today than ever before.¹ There

¹ George Graham: Education for Public Administration. P. 4.
must be also better co-ordination between the Government and the University to exchange ideas and information.¹ Better co-ordination will result in better use of knowledge for the welfare of the people. The experts in public administration must be consulted by the Government in case of doubts and difficulties, and their services must be utilised by giving opportunities on several commissions and committees. If the science of public administration is given due encouragement it is destined to play a decisive role along with other social sciences.

¹ W. A. Robson: Public Administration today. P. 22.

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Even she in the littleness of our mortal state,
Even in this prison-house of outer form,
A brilliant passage for the infallible Flame
Is driven through gross walls of nerve and brain
A Splendour presses or a Power breaks through,
Earth's great dull barrier is removed awhile,
The inconscient seen is lifted from our eyes
And we grow vessels of creative might.

SRI AURABINDO
(Savitri—Book 2—Canto II)