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**Chalimbana University**

**Integrity. Service. Excellence**

**SCHOOL OF POLICY AND SECURITY STUDIES**

**COURSE NAME: PUBLIC ADMINISTRATION AND POLICY**

**COURSE CODE: PPA 3301**

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Chalimbana University

 Private Bag E1

 Lusaka

 Zambia

 Website: [www.chau.ac.zm](http://www.chau.ac.zm)

**Author:**

**MICHAEL NYONGANI NJOBVU**

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 **Chalimbana University**

 School of Policy and Security Studies

 Department of Social Sciences

Private Bag E 1

Chongwe

Zambia

CELL:

Web: www. Chau.ac.zm

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# Module Overview

**Pre-requisite: None**

### Introduction

Welcome to the course ‘Public administration and Policy’, the course intends to bring to you the public administration awareness in the people’s daily lives that may include industries, hospitals, learning institutions and even in our social aspects such as markets and our households and firms. These premises help us to solve the economic fundamental problem of how to administer solutions to our daily challenges. Nevertheless, it also introduces you to the total (aggregate) picture of the country’s administrative drive that focuses on broad issues such as political turbulences that are governed by turmoil. There is no doubt that you will enjoy the course and contribute positively to the administrative drive of our different institutions.

### Rationale

Understanding administration and policy frame-works will help the learners to develop a skill of coherent reasoning. However, to choose on what type of governance is to be used in an institution, requires those individuals whose ego of choice is at the core of administration. Policy awareness is key to the right choice of an individual’s wellbeing in the society. Society requires people who are well vested with good morals and values. Since modernity has taken chore of most societal autonomy, there is need to reverse this and it can only be done by being aware of administrative and policy issues that people are involved in.

### Aim

The aim of this course is to equip students with knowledge, skills and values on how to conceptualise issues pertaining Public Administration as an Art and Science. The course will also help the learners comprehend the general aspects of public administration and policy so as to appreciate their reverences to the society.

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### Learning Outcomes

At the end of this course, students should be able to;

* conceptualise the basic concepts of Public Administration and Policy.
* explain the rationale of Public Administration
* discuss the approaches to the study public administration and Policy.
* discuss the general aspects of public administration and its complexities.
* analyze the environment of Public Administration
* discuss the principles of public administration and Policy
* explain the importance of public administration and bureaucracy
* analyze the failures and problems of bureaucracy in Africa
* discuss the central part of chief executive in the public administration.
* analyze the roles of leadership in public administration and Policy
* discuss the policy formulation in public administration
* explain the importance of decision making in public administration
* conduct a comparative study on how Public Administration and constitutional environment of a country are inter-linked with Policy system.

### Summary

The module looks at the Concept of Public Administration and Policy

**Study Skills**

As learners who are well vested with the integrity of public administration and Policy, your approach to this course needs to be different with those not exposed. Suffice to say, you will choose when you want to study, you will also have professional and or personal motivation for doing so and you will most likely be fitting your study activities around other professional or domestic responsibilities. Essentially, you will be taking control of your learning environment. As a result, you will need to consider performance issues related to time management, goal setting and stress management. Perhaps you will also need to acquaint yourself with areas such as essay planning, searching for information, writing, coping with examinations and using the internet as a learning resource.

Your most significant considerations will be *time* and *space*, that is, the time you dedicate to your learning and the environment in which you engage in that learning. It is recommended that you take time now before starting your self-study to familiarise yourself with these issues. There are a number of excellent resources on the web. A few suggested links are:

<http://www.how-to-study.com/>

The “How to study” website is dedicated to study skills resources. You will find links to study preparation (a list of nine essentials for a good study place), taking notes, strategies for reading text books, using reference sources, test anxiety.

<http://www.ucc.vt.edu/stdysk/stdyhlp.html>

This is the website of the Virginia Tech, Division of Student Affairs. You will find links to time scheduling (including a “where does time go?” link), a study skill checklist, basic concentration techniques, control of the study environment, note taking, how to read essays for analysis, memory skills (“remembering”).

### Time Frame

You are expected to spend at least 18 hours of study time on this module. In addition, there shall be arranged contact sessions with lecturers from the University during residential possibly in April, August and December. You are requested to spend your time judiciously so that you reap maximum benefit from the course.

**Need Help**

In case you have difficulties during the duration of the course, please get in touch with your lecturer for routine enquiries during working days **(Monday-Friday)** from 08:00 to 17:00 hours on Cell: +260977799037**; E-mail: Njobvu.michael@yahoo.com; website:** [**www.chau.ac.zm**](http://www.chau.ac.zm)**.**You can also see your lecturer at the office during working hours as stated above.

You are free to utilise the services of the University Library which opens from 07:00 hours to 20:00 hours every working day.

It will be important for you to carry your student identity card for you to access the library and let alone borrow books.

**Required Resources**

In this module you will need the following tools;

* Not applicable

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### Assessment

In this module you will be assessed on the basis of your performance as follows:

**Continuous Assessment 50%**

Assignment 25%

2 Tests of equal weight 25%

**Final Examination 50%**

**Total 100%**

# Unit 1: The Nature and Scope of Public Administration and Policy

### Introduction

Welcome to the first unit of the Public Administration and Policy module. In this unit I will begin by discussing the rationale for the study of Public Administration and Policy and to analyse the complex of activities of executive branch in Public Administration and Policy. Further, a comparative study on how Public Administration and constitutional environment of a country are inter-linked with Policy system will be spelt out.

### Learning Outcomes



After studying this unit, you should be able to;

* conceptualise the basic concepts of Public Administration and Policy.
* explain the rationale of Public Administration
* elucidate the dichotomy between Private and Public Administration

Time Frame: In this unit you are expected to spend approximately

* 3 study time
* 2 hours in class

### The basic concept of Public Administration

Public Administration was defined for the first time by Hamilton in the Federalist Papers, No 72, just close to the end of the eighteenth century in U.S.A. Thereafter, in 1812, Charles Jean Boning, a French wrote a book titled “Principles of Public Administration”. After the publication of this book a number of writers jumped into the field and expressed their thoughts by writing on different aspects of Administration. Till then, there was practically not much literature available on science and art of Public Administration.

Woodrow (2015) who largely set the tone for the early study of public Administration in an essay titled, “The Study of Administration”, Published in the Political Science Quarterly in 1887, observed that it is getting harder to run a constitution than to frame one and thus, called for the bringing of more intellectual resources to bear in the management of the State. This essay gave a big push to the infant science of Public Administration. Since the beginning of the Twentieth Century, a systematic study of Public Administration has begun. During the post First World War, there arose a great interest for the study of Public Administration as a separate branch of Social Sciences.

 Nevertheless, Wilson unquestionably posted one unambiguous thesis in his article that has had a lasting impact on the field: Public Administration is worth studying. The next step in the direction of growth of Public Administration came about when the Second World War in 1939 just started. But since 1950 due to the modern trend in Administrative thought, and new development in science and technology, there stared a conflict in the philosophy of Public Administration which we find in the works on science and art of Public Administration. Therefore, this radical change in the Philosophy of Public Administration is more conspicuous in U.S.A as compared to other countries and rightly it has been remarked that the conception of a more or less autonomous science or discipline called “Public Administration, is primarily, an American idea.

This very controversial issue has made it difficult to define the subject of Public Administration in one sentence. Dwight Waldo, in his books, The Study of Public Administration and Administrative State (1967), says “The immediate effect of all one sentence or one paragraph definitions of public Administration is a metals paralysis rather than enlightenment and stimulation. However, various definitions have been put forth to properly define the term “Public Administration” but so far no precise or specific definition has been given to this term. But Administration has to exist in any organization set up for a defined purpose or objective. Whether you think of the church, the army, a university, an industrial or business concern or a purely social organization, there has to be administration because each one consists of human beings brought together in a hierarchical set-up, making use of tools, equipment, human and material resources, all in the guise to attain the objective for which the organization is established.

However, each definition has rather widened the scope of the subject. Nevertheless, it must be borne in mind that it is not executive office or department, which alone constitutes Public Administration. All the departments of government in one way or the other are an integral part of this administration. It is concerned with both the formulation and implementation of public policies. Administration simply means the activities undertaken by the government to fulfill its desired ends. The difference, however, lies only in the ‘actions’ which are to be considered as administrative activities. Some scholars adopt a broader view and include all governmental activities done for the purpose of fulfilling public policy, which others take a narrow view and consider only those activities concerned with the executive branch of the government.

Hodgson (1992) assumes that “Public Administration comprises all activities of persons or groups in governments or their agencies, whether these organizations are international, regional or local in their scope, to fulfill the purposes of those governments or agencies while Officer and Presthus lay more emphasis on the coordinating role of administration. In their opinion, “Administration consists of getting the work of government done by coordinating the efforts of the peoples so that they can work together to accomplish their set tasks.”

There are others who emphasize upon administrative function of implementing the law of the country. For instance, Walker, in his view sees Public Administration as “The work which the government does to give effect to a law”.

Negro and Negro (1998), summarizes the meaning of public administration as:

* cooperative group effort in a public setting
* all three branches of government executive legislative and judiciary and their interrelationship
* the important roles in the formulation of public policy and thus a part of the political process.

Furthermore, Waldo (2000) sees Public Administrations, as “the art and science of management as applied to the affairs of a state.”Dimock opines that it is the fulfillment or enforcement of Public policy as declared by the competent authorities. It deals with the problems and powers, the organization and techniques of management involved in carrying out the laws and policies formulated by the policy-making agencies of the government. He further adds, “Public Administration is law in action. It is the executive side of government.” Every organization in modern society consists of many different groups of people woven together in a complicated process to achieve the objectives of the organization. Everyone has to be assigned specific functions and the contribution of each must be geared towards the attainment of the objective of the organization likewise in any establishment in which large numbers of people are employed at different levels of authority but all working towards the achievement of the objective of the establishment. All these situations call for organization on a massive scale. In short, they depend and rest on administration, because administration is the capacity of co- coordinating many and harmonizing conflicting interests in a skillful manner that the whole system shall operate in unity.



**Note:** Why should administration have to exist in any organization set up for a defined purpose and objective?

### Rationale for the Study of Public Administration

The importance of Public Administration has tremendously increased with increase in state activities. The state is no longer regarded as a preserver of the status quo. The centuries old nation of police state which was to be responsible only for the maintenance of law and order and the policy of noninterference in the day-to-day activities has completely lost its relevance. The modern state has undertaken the new role of accelerator of economic and social change as well as a prime mover and stimulator of national development. With this change in the ends of modern state, the purposes of public Administration have also assumed a different dimension and orientation. Its functions have enormously increased in number, variety and complexity and its methodology has grown from the trial and error stage into an orderly discipline with an organized, ever increasing body of knowledge and experience.

Today, we see great bulk of administrative departments coming into being. For instance, a new born baby, from birth to grave, remains under the purview of Public Administration because his/her birth as well as death must be registered with the local authorities. There are a number of welfare agencies which provide all necessary benefits to the child. Everybody needs the services of the Post Office and we wonder at the vast organization which is needed to provide this service. There are employment exchanges, rationing offices, government mints, agriculture departments, industries departments, department of foreign relations, etc. which affect almost every citizen in one way or the other (Waldo, 2000).

What does all this indicate? The administrator’s position within an establishment or organization is therefore strategic and pivotal. It is true to say that the place of administration has come to be clearly recognized in every sector of human endeavor as being the keystone to the success and indeed to the very existence of the enterprise. Being concerned with the planning, co-ordination, supervision and control of the enterprise or establishment with which it is involved, the science of administration appears to have become an essential instrument in the uplifting of human welfare.

Public Administration is the device used to reconcile bureaucracy with democracy. It is a broad-ranging and shapeless combination of theory and practice. Its purpose is to promote a superior understanding of government and its relationship with the society it governs, as well as to encourage public policies to be more responsive to social need and to institute managerial practices attained to effectiveness, efficiency, and the deeper human requisites of the citizenry. In considering the significance of administration, it is interesting to reflect that the importance of planning, co-ordination and control has been recognized from very early times. The tasks performed by modern administrators have been carried on throughout history (Woodrow, 2015).

### Dichotomy between Private and Public Administration

Public Administration has long been a knotty problem for academics. In part, this is precisely because Western Culture has never completely sorted out what Stanley I. Benn and Gerald F. Gans (2009) call the “complex–structured concept “ of “ Public” and “ Private” in society, and this large dilemma has had its effects on understanding what constitutes Public Administration. There are some scholars who feel that there is no difference between the two and that the administrative activities and techniques are similar in all organizations, whether they be private or public. Urwick, Fallet and Fayol subscribed to this. Fayol (1999), opinioned that we are no longer confronted with several administrative sciences but with one which can be applied equally well to the public and private affairs”.

These Scholars suggest various points of similarities between the two. First, many skills, techniques and procedures adopted in private and public administration are the same for instance; accounting, office procedure and management.

However, Negro and Negro in 1973 pointed out four basic elements of similarity between public and private administration. First is the cooperative element, second is the large organization which he calls the “bureaucratic” element. The third is what he calls the concepts and techniques of scientific management, lastly the human relations approach.

Fortunately, Gaus (2010) provide one of the better analyses of the components of this complex structured web concept. They contend that public and privateers in society are comprised of three dimensions: Agency, Interest and Access.

### Agency

Agency refers to the basic distribution between an agent acting privately, that is, on his own account, or publicly, that is as an officer of the city/society. What significance do your actions and decisions have for the status of other people? Take for instance, public administration has responsibility to the public, the public administrators are expected to act in accordance with the wishes and aspiration of the people expressed through their representatives who constitute the legislature. The legally sanctioned policies are implemented by the executive branch of the governments. On the other hand, Private administration does not have as much great responsibility towards the public. It is not responsible to the public in the sense in which Public Administration is. Thus, while Public Administration is directly responsible to the people to a very great extent, private administration is only responsible to the people indirectly, and that too generally to secure its own ends and not necessarily for the welfare of the people.

### Interest

Interest is concerned with the status of the people who will be better or worse off for whatever is in question. Hence, it is the interest of the private firm to benefit only the people in it or who own it. By contrast, the supposed end of a public enterprise is to serve every member of the community. In essence, Public Administration is conducted with service motive while the motive of private administration is profit making. If the establishment of a textile mill brings more profit to the business man than the establishment of sugar mill, the former will be preferred by him and not the latter, however urgent the need of the latter may be. But if it were the case of public Administration, the latter would have been preferred to the former. If private administration is useful to the public, its service to it is a by-product of profit making. It also follows from it that a private administration will never undertake a work if it does not bring profit to him.

### Access to Activities/Officials

This refers to a degree of openness that distinguishes ‘public ness’ from ‘private ness’. Access encompasses a leeway to activities, for example; town meetings are public because they are open to all, but corporate board meetings are private because only board members have access to them. On the other hand, in Public Administration, officials remain incognito, even the most senior officials remain incognito and their identity is not disclosed. This is because whatever they do is in the name of the government and not in their own name. On the contrary, a private administration (entrepreneur) does things on his/her own behalf and is well known in the business circles. However, it is necessary to know that Simon (1999) made a distinction between the two and stated that;

* Public administration is bureaucratic whereas private is business like,
* Public administration is political whereas private administration is non-political and
* Public administration is characterized by “red-tape” whereas private administration is free from it.

### Working Difference between Public Administration and Private Management

Operationally, researchers have identified numerous distinctions between the words of public administration and private management. These differences pertain to task environments, organizational missions, structural constraints and personal values.

More specifically, relatives to private managers, public administrators, must deal with more complexes, less stable and less competitive organizationally penetrating environmental forces. Organizationally, the public sectors’ goals are more distinctive, more numerous, and less autonomy. Finally, public administrators themselves are less materialistic, less loyal to their organizations, and, more committed to serving the public interest and facilitating social change.

In fact, public administration is consistent in procedure and uniform in dealings with the public. The official has to have a settle line of policy and to stick to it. He cannot show favor to some people and disfavor to others. A private administration need not worry very much about uniformity in treatment (Simon, 1999).

Public and private administrators also differ on the principle of public relations. This principle has been borrowed by public administration from the business world where it was first developed as a method of winning customers.

It is also seen by some scholars that private administration is conducted upon a level of efficiency superior to that of public administration. Though the principle of organization is relevant to both public and private administration, yet it has greater social consequences in the sphere of the former than in the realm of the latter because a defect in organization in public administration will do more harm to the public than a lacuna in private administration can do, and if even any harm is done by it, it would be of so little significance that it would be negligible.

It is aptly worthwhile to conclude that both the public and private administrations are placed in different surroundings. But this differences are more apparent than real.

Waldo (2000) states that, “the generalizations which distinguish public administration by special care for equality of treatment, legal authorization of, and responsibility for action, public justification or justifiability of decisions, financial probity and meticulousness and so forth are of very limited applicability”.

The two are, in fact, of the same species of the same genus. But they have special values and techniques of their own which gives each other its distinctive character.

Traditionally, when public administrators think about what the public administration mean at all, they think about it in institutional terms. This in other words, means the management of tax-supported agencies that appear on government organization charts – the government bureaucratic agencies that constitute the locus/position of public administration that hold sway over the fields focus during the period of paradigms. Public administration can be likened to a state made of a glass house, we see what it tries to do, and all its failures, the partial or total, are made the most of. But private enterprise is sheltered under good opaque, bricks and mortar.

# Scope of Public Administration

#

 The diversity of opinion regarding the definition of public administration confronts us with the problem of understanding the scope of the study of public administration. As it is evident from the definitions, the difference of opinion Centre’s around the crucial point whether public administration is managerial aspect of the government work or the entire complex of activities of any executive branch or of all branches i.e. executive, legislative and judicial.

In the course of these dialectical/divergent views regarding the scope of the study of public administration, two different views emerged, and these are **Integral** and **Managerial** views.

The keynote in the study of the scope and purpose of public administration is the emphasis on the concept of efficiency. It is sometimes wrongly assumed that public administration is a mere conveyor belt which mechanically executes the instructions passed to it by the policy-makers. This view may have been plausible, even if never true, in the early days when the tasks of government were few and the machinery required was simple. As late as the mid19th century, Andrew Jackson, President of the United States, asserted that; the tasks of government were sufficiently simple so much so that any person of intelligence could perform them without preparation or training. Even in modern times when the responsibility of government for social and economic development has assumed great magnitude and demands exacting standards of efficiency, the impression still persists that the functions of public administration are not to be taken too seriously (Waldo, 2000).

### Integral View

According to Simon (1999) this notion views public administration as a sum total of all the activities undertaken in pursuit of and in fulfillment of public policy. These activities include not only managerial and technical but also manual and clerical. Thus, the activities of cell persons working in an organization from top to bottom constitute administration although they are of varying significance to the running of administrative machinery.

In other words, public administration is conceived in a comprehensive sense to include all activities of the government whether they are performed in the executive, legislative or judiciary branches of the government. White is in agreement with this view of public administration. Simon further notes that;

*public administration consists of all those operations having for their*

*purpose, the fulfillment or enforcement of public policy. This definition*

*covers a multitude of particular operations, these include;*

* the delivery of letters,
* the sale of public land
* the negotiation of a treaty
* the award of compensation to an injured workman
* the quarantine of a sick person
* the removal of litter from the park
* manufacturing plutonium and
* licensing the use of atomic energy

### Managerial View

In reference to this, the works of only those persons who are engaged in the performance of managerial functions in an organization constitute public administration. It is this person who shoulders the responsibility of keeping the enterprise going smoothly and run it most efficiently. Their job is to plan, program and organize all the activities in an organization so as to achieve the desired end. However, this is more pronounced through the study that Gulick and Urwick (2009), prescribed in their study of seven principles of administration which was summarised with the concept of POSDCORB in a practical way.

It was the American political scientist Luther Gulick and the British management consultant Lyndall Urwick who elaborated Henri Fayol’s management ideas in their management paper *Notes on theory of Organisations*, published in 1937 and later republished in 1999. Their result was the acronym POSDCORB, which stands for Planning, Organising, Staffing, Directing, Coordinating, Reporting and Budgeting. Gulick and Urwick realised that governments were gaining an increased role in the public sphere at that time. With the POSDCORB concept, they demarcated the various important tasks of supervisors, managers and directors. The concept lists all the tasks that managers have to deal with on a daily basis. As such, POSDCORB is still relevant up to today and is able to give students of public administration that snappy anagram.

### Administrative Anagram

 **POSDCORB**

The POSDCORB concept consists of tasks, which Henri Fayol (Fayol, 1999) developed at the beginning of the 20th century. Each letter of the word stands for different administrative principles/techniques, that is; P–Planning O – Organizing S – Staffing D – Directing CO – Coordinating R – Reporting B – Budgeting. Below all tasks are briefly explained as Gulick and Urwick interpreted them:

#### Planning

It is the task of managers not only to decide what to do, but also to plan this in the agenda. Planning has to do with foresight. This includes short-term planning (weekly, monthly and quarterly), medium-term planning (annual) and long-term planning (looking ahead with a timeline of 3 years). Planning determines the direction of the organisation. On the other hand, a predetermined timespan means that when time runs out, whatever result one has at the time must suffice. The development of this timeline must be closely monitored. For example, Zambia makes five year plans or rolling plans for socio-economic development of the country.

#### Organising

Managers not only have the task of assigning activities, but also have the task of allocating these tasks to their respective departments and employees. To achieve an end result, the manager needs the necessary resources, including budget, raw materials, personnel and their expertise, technology and machines. He/she will have to organise all sorts of things to achieve the end result. To get started as efficiently as possible, it is important that the employees’ division of labour suits the end goal and end result as well as possible.

#### Staffing

This section relates to the personnel policy and all related activities within an organisation. A good and competent personnel is crucial for an organisation to function optimally. It is the task of the manager to first identify the expertise, skills and experiences required for certain positions. Based on this, job profiles are drawn up and personnel can be recruited. The entire recruitment, selection and training procedure falls under this staff policy and ensures that the right type of employee is in the right place.

#### Directing

Direction, of course, lies in the hands of the manager; he/she is the person with final responsibility and is held accountable for this. In practice, this means that the manager maintains control over all functions. In addition, the manager monitors but also motivates his employees. A leader will tell them how best to do their work, encourages them and drives them to take on certain challenges.

#### Coordinating

With this concept, it is the task of the manager to connect different sections and to achieve cooperation. A good manager has a so-called helicopter view, which gives him/her an overview of what is happening and what still needs to be done. From this perspective, one is able to coordinate tasks and manage his employees. It is his/her task to synchronise different departments and to bring them together with the right end goal in mind.

#### Reporting

Without reporting, there is no evidence. A clear report keeps communication open throughout the entire organisation. Managers are the linking pin between the management team and their own employees, who form the constituency. Reporting provides insight into the progress and agreements can also be recorded in this way. Other essential information—such as problems with employees, new processes, performances interviews and sales figures is also made transparent through reporting. Involved parties can also quickly find archived reports.

#### Budgeting

Finance is the lifeblood of any organisation. The manager is responsible for the management, expenditure and control of the department’s budget and also has to keep an eye on tax details. In addition to employee wages, it is the task of the manager to also properly monitor other expenditures such as materials and investments. If wasteful spending, overruns, errors or even fraud are discovered, the manager is responsible for taking action.

### Organisational structure

According to Gulick and Urwick (1999), the design of an organisation is very important. A poorly-organised structure leads to dysfunctional departments and, by extension, organisation. This is why different activities must be grouped together in the right way, so that departments can be created, each with their own specialisms. If tasks overlap, this is indicative of an illogical, wasteful and inefficient design. There must also be clarity about responsibilities and hierarchical layers.

The aforementioned list of functions attempts to outline the basic tasks and responsibilities of an administrator. The precise emphasis to be given to any one set of administrative duties or another would vary from time to time, but essentially the same list of managerial duties are performed by executives at all levels of administrative responsibility. The list also has certain elements common to the various items, but which do not appear so obvious on the surface. The point being made here is that every administrative or chief executive spends a considerable portion of his/her time in conversations, correspondence, conferences and interviews. In carrying out any of the items listed in POSDCORB one has to devote a large proportion of time to consultations with their staff and with members of the public.

It should be noted that Policy with public administration is only a means to the attainment of the objectives of the country itself through;

1. maintenance of peace and order
2. progressive achievement of justice
3. instruction of the young
4. protection against diseases, insecurity and
5. adjustment and compromise of conflicting groups and interest.

Public administration is a distinct field of administration, expectedly there are certain functions and processes which are peculiar to it which are additional to the common processes found in other sphere of administration. This peculiarity arises out of the fact that public administration is the action part of government, the means by which the purpose and goals of government are realized. Thus, the scope of public administration varies with people’s expectation of what they should get from the government. A century ago, the expectation was chiefly that of remaining solitary however, the expectation now is a wide range of services and protection (Fayol, 1999).



**Discussion**

1. Discuss the concept of “POSDCORB”.
2. Explain the basic dichotomy between private and public administration
3. What do you think? What is your experience with POSDCORB? Do you recognize the practical explanation or do you have more additions? What are your success factors for setting up a good organisation management strategy?



# Summary

Congratulations, you have reached the end of this unit. In this unit you have learnt what the difference is between private and public administration. You have also assimilated the two different views that emerged in the study of administration and Policy. These are **Integral** and **Managerial** views of administration. Furthermore, we have managed to conceptualise the administrative anagramand how it is applied in our daily lives.In the next unit, I will discuss public administration as an art and as a science.

### Review Assessment



**Activity/Case study**

* 1. Discuss all the seven concepts of “POSDCORB in an organisation.
	2. Describe how the “POSDCORB can be applied in your working institution.
	3. Demonstrate how a manager who has 20 workers can avoid a go slow at company with the help of managerial skills that he has acquired.

#

# Unit 2: Public Administration as an Art and as a Science

###  2.1. Introduction

Now that you have learned the nature and scope of public administration and Policy, we then proceed to a very interesting topic which will open your eyes to the world of science. Yes I’m talking about public administration as an art and as a science.

There are divergent views among scholars on whether public administration is a science or an art. It is quite clear that subjects that deal with the natural phenomenon do not find it difficult to build up a system of sound laws or principles which may predict the future happenings or events with exactitude. On the other hand, public administration as an art is practiced daily in all governmental organizations.

### Learning Outcomes



After studying this unit, you should be able to;

* discuss the general aspects of public administration as a Social Science
* analyze public administration as an art and other Social Science
* explain the importance of public administration in liaison with other disciplines such as psychology, sociology, technology and law

**Time Frame:** In this unit you are expected to spend approximately

* 1 hour 30 minutes study time
* 2 hours in class

### Public Administration as a Science

Let us now try to focus our attention on public administration as a science; have you ever been involved in a resolving of a case that requires carrying out an experiment? Yes, maybe you have done this before, but however, here is a scenario; Lundu a teacher of PA allowed his class in a debate that requires to prove that PA is a science. He divided his class in groups of fives to prove the idea. Four of the groups managed to come up with concrete solutions when they drew themselves in a scenario of court session that has a scale to prove. Well, let us read on and see whether we are able to prove that PA is a science.

Since in public administration one studies the governmental organization and relationship of human beings in the organization, therefore, the researchers in the field of public administration are trying their best to build up a science of public. Moreover, it has been seen that any discipline which is involved in the studying of social affairs gains legitimacy and respectability if it can be established as a science. The early writers on the study of public administration like Woodrow Wilson called it the “Science of public administration” Willoughby (1982) asserted, “In administration there are certain fundamental principles of general application analogous to those characterizing any science”.

Moreover, in the case of physical sciences they have the features of exactness, precision and predictability. The advocates of science of public administration had been classified into three main categories. Accordingly, the writers falling into the first category claim that there is a fair degree of exactness and certainty of the principle of public administration. The second group of writers does not agree with the view point put forward by writers of the first category. Merson and White (2010) who presented the second category do not agree with the argument given by the writers who fall into the first category and further say that there is not and can never be exact science of public administration, yet they assert that public administration is science. The writers went further to argue that science is the investigation and observation, followed by tabulation, classification and correlation. It is further emphasized that the subject-matter of exact science is measured and consists of facts which can be isolated and generally have a relative uniformity. According to the view expressed by writers belonging to the third category, the present state of development, public administration may not earn the name of a science, but in due course of time it will become a science. At the present state of affairs, its study presents only a framework of connected ideas which provides a basis for further study and analysis of its subject-matter.

### Public Administration as an Art

Let us now discuss public administration as an art which is practiced daily in all governmental organizations. Moreover, it has been seen that it is not only concerned with building of programs and projects but also with their efficient execution by applying the principles of public administration. It has further argued that an administrator has to face the challenges of administration while implementing the policies and programmes of the government. So an administrator must be fully trained in administrative skill or art to face such challenges.

Nowadays a pertinent question which you as administrators may face would be; can the art of administration be acquired? Some are of the opinion that administration as an art is a natural gift hence in other words the implication is that it cannot be acquired. But the opposite view of the above is that the art of administration cannot be acquired quickly. It requires a constant and concerned effort. Public administration as an art has been in practice since ancient times.

The aim and objectives behind the art of public administration is most efficient utilization of resources at the disposal of officials and employees. Therefore, like the art of muss the art of administration can also be acquired and improved upon through the continuous practice in that art Merson and White (2010).

To sum up the above discussion, it is observed that public administration cannot be called as a science until the following conditions are fulfilled. In the first place it is very much imperative that the place of normative value should clearly be identified and made clear. Secondly, greater emphasis on human element in public administration should be laid for understanding the subject-matter of this science of administration.

Are you aware that principles of public administration should be developed on the basis of cross-cultural studies which may not suffer from being culture bound? This is true in relation to PA and other Social Science discipline that we will focus upon in our next discussion.

### Public Administration and other Social Sciences

Welcome to public administration and other social sciences. It is better you take a broader view before embarking on this topic. Here is what we can focus upon; in a wide sense, all knowledge is one integrated whole, and the different branches into which it has been divided is a convenient device for purpose of study. We have known the fact that Public Administration is a social science. It deals with one aspect of human behavior, i.e. administrative, just as other social sciences deal with certain other aspect of human activity. But it cannot study administrative behavior without drawing upon the contributions made by other social sciences in the study of human behavior. As such, it is closely related to other social sciences as much as other social sciences are related to it. Not only this, public administration scores over other social sciences because of its relationship with pure sciences and technology as well (Merson and White, 2010).

### Public Administration and Political Science

Public administration is very closely related to the study of political science. The very fact that public administration has been and still continues to be a part of brand of the study of political science bears ample testimony to their close mutual relationship. It is still a fact that “an understanding of politics is the key to an understanding of public administration; politics and administration are the two sides of a single coin”. Most of the authoritative writers on the subject have found it difficult, even impossible to make a distinction between politics and administration.

Pfiffner has rightly said that in some cases, politics and administration ‘are so inter-mingled and confused that a clear distinction is difficult”, and he further adds that “the line between the two should be shaded from black to various shades of grey, finally merging almost imperceptibly into the white”.

Fayol, etal. (1999:87) made sharp distinctions between politics and administration. In their view, politics was concerned with lying down of policies, whereas administration was concerned with executing these policies economically and efficiently.

Woodrow (2O15) was the first person who pointed out that both these disciplines were quite separate from each other with their own specialized field. In his article on study of administration, he said;

*“the field of administration is the field of business”. Administration lies*

*outside the proper sphere of politics. Administrative questions are not*

*political questions. Although politics sets the tasks far administration,*

*it should not be suffered to manipulate its offices. The field of administration*

 *is a field of business, it is removed from the hurry and strife of politics, and*

*it at the most, stands apart even from the debatable ground of constitutional study.*

Pfiffner (2010) argues that enumeration of the points of distinction between political and administrative officers is very interesting. He however identifies them as follows; Political Officers, Administrative Officers, Professionals, Non- Technical Partisan, Non- Partisan Temporary , Permanent More Public More co-ordination , more performing Influence by popular opinion Influence by technical data collected from study and research.

In addition to this, political processes of election, legislation and of defining the broad objectives of administration as well as the manipulation of political power provide the motivating force for the wheels of government. On the other hand, administration and administrators are mainly concerned with the administrative processes of gathering and digesting data, offering, suggestions based on facts for the purposes of policy formulation and helping to implement same.

Therefore, for harmonious co-existence between politics and public administration which are two species of the same genus, there must be a lot of give-and-take between the politicians and the administration. Politics when it loses sight of what is administratively feasible degenerates into mere building castles in the air, and administration, shorn of its political context, becomes an empty nothingness.

The relationship between public administration and political science can be summed up remarking that the two disciplines are in fact species of the same genus. There is a great give and take between the two. But in spite of the intimacy between them we should not over-look the limits of their fields.

Finally, let’s borrow the words of Gaus (2010) who stated that “there is no denying fact that there is difference between the duties of political officers and those of administrative officers, but the differences is more of a degree rather than of a kind. If we look to the top administrators, we will find that most of what they do is political in nature”.

Although, apparently, policy-making is the function of the ministers and legislatures, yet most of the ground work is done by the administrators behind the scenes. It has been rightly said that if a minister is unable to reply or cuts a sorry figure in the parliament/house of representative, it is not he/she but his/her secretary who is to blame. Generally, the top officers are so well familiar with policy-making that it takes them little time to adjust in the political arena if ever they decide to quit administration. As far as practice goes, most of the Nigerian diplomats posted abroad have, at one time or another, been top-officials in the governmental administration of our country.

The bottom-line here is that politics and administration are two closely related social science disciplines, so much so that it is difficult to draw a line of demarcation to say where politics starts and ends and where administration starts and ends. This position notwithstanding, can be said without fear of contraction that politics and politicians are mainly concerned with the “a theory of public administration which means in our time a theory of politics too”, (Merson and White, 2010).

### Public Administration and History

That we have had a gist to enumerate the relationship between public administration and social sciences, it is now imperative to take much of your attention on single entities of social sciences such as history.

The general belief is that history is a mere record of past events. It focuses on the lives of kings and princes, queens and princesses. But this belief is not correct. History supplies very valuable materials for the study of public administration. History, in fact, studies the social progress of man. The history of Zambia is fundamentally the history of the Zambian people, and it is their religion and social institutions which supply a continuity that is found nowhere else.

 Hence, the study of the administrative system of any country would not be complete without a proper glimpse of its historical background. The importance of history to the study of public administration can be well judged from the meticulous practice of keeping records in the archives of the governments. In recent time, the students of public administration have started taking to research in the historical past of public administration (Woodrow, 2015).

The two important works by White (2008), on early History of American administration, and an ‘Introduction to the Administrative History of Medieval England’, are some of the examples of the historical studies in the administration of various countries. Although it is a sad commentary on history but it is a fact that so long, it has been mainly concerned with the record of battles, warfare or the stories of dynasties. The historian in the past did not pay much attention to the social, political and economic developments of the states. Of late, this approach has changed and the historians have started taking cognizance of almost all the aspects of social life.

Therefore, it augurs well for the study of history for it will not only broaden the outlook of historians but also help other social sciences in their respective fields of research. While a historian outlook on the part of administrative scientists would broaden their perspective, an administrative outlook on the part of a historian would make the study of history more fruitful.

### Public Administration and Economics

Public administration has much in common with economics. It was not always so. During the 18th century, and the early years of the 19th century, the scope of public administration was confined only to the maintenance of law and order and the administration of justice. But the industrial revolution and the numerous problems that followed on account of it, compelled the state to interfere in the economic and industrial fields. Laws were framed to regulate hours of work, condition of service, etc. of the workers. Later on, the government decided to enter the economic and business fields in the interest of social justice. At present, except for a few capitalist countries, the tendency is more and more growing towards state ownership and nationalization.

However, it is being increasingly realized that those entering government services must have a background of economics. The problems of financial administration e.g. budgeting, execution of the budget, accounts and audit, banking and insurance, currency, trade and commerce, revenue producing departments like the Zambia Postal Services, Zambia railways and ZDA government undertakings, all these have a bearing on public administration (GRZ, 2015).

The topics of public finance, banking and currency and financial administration are of common interest to both the administrator and the economist. Economic administration has recently been included in the syllabi of public administration. Administration has borrowed a great deal of techniques as well as terminology from business administration. The field of private business is considerably contributing in improving a lot of the masses. The field of business is the field of economics. This explains the interaction of economics with public administration at the national level.

However, modern governments have to deal with many other problems of economic nature, for example, instability of kwacha against other foreign currencies, power shortages, activities of trade unions, housing, etc. All these problems can be solved only when administrators have a sound knowledge of economics.

A comparative study of economic systems of different counties can be very much helpful to the administrators in their work. It is worthwhile to conclude by reminding ourselves that, we, in Zambia, have taken to planning as means to establish socialistic pattern of society. It implies that whatever we plan must be implemented most efficiently. It is therefore, the task of administrators to plan and implement. If our administrators and administration fail, our planning fails. Most of the failure of our planning in the past has been on account of the administration not coming up to the burden of planning and that’s why there is a separate ministry for National planning.

### Public Administration and Sociology

Did you know that sociology is part and parcel of social sciences? Perhaps you may know, but let us see how these two interrelate.

Sociology is the study of human behavior in a group. It studies various types of groups and how they influence human instincts and activity. All human beings who live in society have to interact with one another. Sociology is the mother of all social sciences and it deals with society in its fundamental forms and their off-shoots. It studies different kinds of groups existing in a society. Public administration deals with the administrative aspects of the society, and thus, both are closely related.

Administration is a co-operative endeavor in which large number of people get together to achieve certain objectives. Besides being organized in a huge hierarchical structure, they also enter into social intercourse and can thus be called as constituting a “social group”.

The larger the organization, the greater the growth of business for smaller social groups that may need help. These groups and sub-groups develop their own loyalties, their own sympathies and antipathies, their own ethnics and outlooks which change the very formal arrangements of the organization, thus deeply influencing the work of administration. Sociology provides to administration very useful information about these groups, how they function and how they influence social life. Some of the recent studies of sociology in the field of status, class, power, occupation, family, caste, etc. are of special interest to public administration (Giddens, 2009).

Max Weber in Giddens, wrote on Bureaucracy in his book, the study of public administration, is a valuable contribution in this regard. He looks upon bureaucracy as a social structure meant to carry community action into a rationally ordered social action. His study has proved immense value in studying power- relationships in an organization. Among the writings of contemporary sociologists which have significant relevance for public administration studies are, Robert k. Merton’s Social Theory and Social Structure, Peter Blaius, Bureaucracy in Modern Society, Philip Selznicks, T.V.A., and the Grassroots, Brian Crosier, The Bureaucratic phenomenon, and Monroe Berger’s Bureaucracy and Society in Modern Egypt. Modern administrators have to face a lot of trade-union activities. The concepts of power, authority, etc., relate to the field of sociology as well as to public administration. Public administration has to be studied in the environmental context. Herbert Simon developed what may be called Ecology of Administration. Sociology has given public administration a new perspective which may broaden the horizons of public administration a great deal (Simon, 1999).

### Public Administration and Psychology

Simon (1999) in public administration refused to be influenced by psychology because it regarded itself as a perfect science, capable of discovering immutable laws of organization and management. Later researches, however, proved that psychology has much contribution to make to the study of public administration. Human behavior is not as perfectly rational as public administration thought it to be. It is on account of this fact that the importance of social and industrial Psychology is being increasingly realized in the various fields including that of government services. An administrator has got to be a psychologist as well otherwise he will prove a flop. He has to deal with people and not with bricks and mortar and as such, he must have an understanding of psychological behavior of the persons he deals with.

 The importance of informal contacts between the heads and the subordinates on the one hand and between the administrator and the public on the other, has been realized only recently. It is little informal contacts which produce a great influence upon the efficiency of administration than the formal routine and official commands.

Therefore, psychology has developed the staff training techniques as well as public relation and publicity systems of the government. It has also made a major contribution to the development of administrative techniques.

### Public Administration and Law

The term Law, is a body of principles the purpose of which is the adjustment and ordering of human relations in the society. The relationship between Law and public administration is quite clear from the fact that implementation of social policies is impossible without the help of laws. The administrator with the aid of laws tries to bring about desired changes in the society. For example, if Zambia is to adopt a socialistic pattern of society, suitable laws have to be made. On the other hand, if three laws propose to bring changes in the basic structure of society, the help of administrators will be essential. It is they who are to enforce them. Unless the laws are enforced properly, they remain mere paper-work. Public administration, unlike private administration, has to function within the framework of law of the country. Nothing which is illegal or contrary to law can be accepted in government administration. It implies that a public servant should so conduct himself as to be always on the right side of law, both negatively and positively. He should not break the law but apply it, both in letter and spirit. In case he exceeds his powers, he is subject to the overall jurisdiction of law courts. The administrators not only implement the law but also assist in the making of law. The ministers do not have the expert knowledge and consequently have to depend upon the advice of their secretaries for giving a legal shape in their policies. The bills are drafted by civil servants who for this purpose require technical knowledge of jurisprudence and law-making. Delegated legislation is law making by the administration.

Public Administration has been described by Woodrow (2015) as a “Systematic and detailed execution of law”. Woodrow went on further to state that;

*The relation between administration and law is so close that the former has*

*been mainly studied as a part of the latter in the continental countries.*

*Administrative law, delegated legislation, and administrative tribunals, are*

*topics common to the study of law and public administration.*

*Public Administration, too, has influenced the basic concepts of law.*

*Now the law must give greater protection to the weaker section of our society.*

*This is in the interest of social and economic justice which administration*

*aims at promoting. Administration is also closely related to constitutional law.*

Wilson further argues that; “the study of administration and philosophy, as viewed, is closely connected with the study of the proper distribution of constitutional authority”. Therefore, for one to be efficient there is need to discover the simplest arrangements by which responsibility can unmistakably be fixed upon officials, the best way of dividing authority without hampering it, and responsibility without obscuring it. And this question of distribution of authority, when taken into the sphere of higher, the original functions of the government is obviously the best principles upon which to base such distribution it will have done constitutional study an invaluable service.

### Public Administration and Ethics

Public Administration is also related to Ethics in as much as the latter sets standards of integrity and honesty for human actions. Ethics has to do with the moral values of the community and administration must take cognizance of these values while enforcing public policy.

Public and professional morality now constitutes an integral part of the study of Public Administration. In the words of Appleby in Fayol (1999), “moral performance begins in individual self-discipline on the part of officials involving all that is meant by the word character”. But, this is not enough. It also requires systematic process which supports individual group judgments enriched by contributions from person’s variously equipped and concerned differentiation in responsibilities to each other and to a whole public responsibility. The official individually and organizationally must be concerned to be beyond simple honesty to a devoted guardianship of the continuing reality of democracy.

### Influence of Science and Technology

 It is worth mentioning the influence of Science and technology on Public Administration. As a consequence of Science and technological progress, the character and the dimensions of the activities performed by Public administration have changed. The modern scientific developments and industrial civilization have created several problems, for example, problems of health, housing, and employment which were hitherto unknown to public administration. These developments have facilitated the task of administration also. The type-writer, printing press, telephone, calculating machines and various other kinds of inventions have made swift communication very easy and facilitate the work of administration. The whole organizational and working relationships between the headquarters and field establishments have undergone modifications on account of greater and newer communicational devise.

In fact, it is difficult to assess the contribution made by science and technological developments to all social sciences. From the foregoing discussions, it is evident that public administration is closely related to other social sciences. While no one can contest the fact that public administration is a distinct and independent academic discipline, it must be studied in the relevant context of politics, economics history, sociology, psychology, law, science and technology. Student of public administration need not worry about the skepticism expressed earlier in some quarters that graduates of the course may turn out to be jack of all trade and master of none after they are given tit-bits drawn from a number of social science disciplines.



**Discussion**

1. Discuss why Public Administration as an art and as a Science
2. Justify with reasons why Public Administration is regarded as a Social Sciences
3. Explain how Science and Technology influences Public administration.



### Summary

Congratulations, you have reached the end of this unit. In this unit you have learnt that public administration is a distinct academic discipline which may be looked upon as an autonomous, it is however closely related to a number of social science disciplines. Furthermore, we have managed to actualize that conceptualise it is always the focus of interest that distinguishes one social science from another.

### Review Assessment

**Activity**

* 1. Discuss all the inter links of Public Administration with Sociology, Psychology, Law and Ethics.
	2. Do you assert to the notion that Sociology is the mother of all social science. Discuss this in relation to Public Administration.

# Unit 3: New dimensions of Public Administration

### Introduction

Now that you have learned about the Nature and Scope of Public Administration and Policy, we are now going to venture into a completely different avenue of Public Administration. Our discussion now is going to focus on the new dimension of public administration. The controversy about nature and contexts of public administration attended to.

There has always been a controversy about the nature, contexts and ends of public administration. Woodrow (1999) drew a sharp distinction between politics and administration and opined that the later must steer clear of the former. It was said that politics was concerned with policy-making while administration was concerned with policy implementation.

###  Learning Outcomes



After studying this unit, you should be able to;

* ascertain to what is involved in the development of administration
* discuss the common fundamental features in economic development
* define development in administration
* explain the importance of developmental bureaucracy

**Time Frame:** In this unit you are expected to spend approximately

* 1 hour 30 minutes study time
* 2 hours in class

### Dimension of Public Administration

In 1960s and early 1970s were periods of turbulence, instability and confusion in the west, particular in the United States. Like other social sciences such as psychology, sociology and political science, public administration was shaken by this revolutionary period. The earlier dogmas of public administration, economy and efficiency were found inadequate and incomplete objectives of administrative activity. It began to be said that efficiency is not the whole of public administration. Man is the Centre-stage of all administrative activity who cannot be subjected to the mechanical test of efficiency. The impact of administration on human character is more important than its efficiency and economy. The term new public administration was used to describe this new trend in the field of public administration (Golembiewski, 1998).

TheMinnow brook (1968) gave consent to the currency of concept of New Public Administration. This book edited the idea of an academic get together of younger-age-group on public administration called the “Minnow brook Conference” held in 1968. This conference expressed dissatisfaction with the state of the discipline of public administration and sought to give it a new image by discarding traditional concepts and making it alive to the problems presented by the turbulent times. Here then is the outcome of the Minnow brook Conference held in 1968;

**Evaluation:** The critics of the doctrine of New Public Administration hold that the New Public Administration possessed only a kind of difference by definition. For example, Campbell argued that it differs from the old public administration only in its response to a different set of societal problems from those of other periods.

Golembiewski (1998) holds that new public administration must be counted as a partial success at best and perhaps only a cruel reminder of the gap in the field between aspiration and performance. The critics also feared that the advocates of new public administration are trying to arrogate to themselves what falls within the domain of political institutions, further; the concept of social equity is vague. What it means, what it requires in public programmes and opinions vary greatly. The New public administration has not yet developed a theory of its own. It was the product of the social ferment of the 1960s and early 1970s in the America. The Minnow brook Conference was a youth conference which felt that old public administration had failed to solve the current social problems.

According to Worth (2000),“public administration theory has not caught up with emerging problems. The huge military industrial complex, riots, labour unions and strikes, public school conflicts, still slum the impingement of sciences and developing countries”.

However, the New Public Administration continues to endure as witnessed. The books published in 1980 by H. George Frederickson, Negro and Negro, are of the view that the new public administration has certainly broken fresh ground and seriously jolted the traditional concepts. It has imparted new substance and a large perspective to the discipline of administration. Since the new public administration emerged, question of values and ethics have remained the major items in public administration.

#### Development Administration

The sphere of development administration has acquired an immense importance in the countries of Asia, Africa and Latin American since the 1960s. Often these countries are labeled as developing countries because they are relatively young and are engaged in the developmental tasks of nation-building and socio economic progress. Although, these countries have different customs, traditions, cultures, political systems, languages, and vary greatly in social values, religious beliefs and degrees of economic development, they have the following fundamental features in common;

1. When faced with similar developmental problems, be it social, economic, political or administrative.
2. When embarking on the road of modernization with much stress on raising their national income per capital and improving the well-being of their people.
3. When they realize the importance of development administration as a means of carrying out socio-economic, political change with a view to achieving the goals of nation building and socio economic progress.

#### Meaning of Development Administration

Development administration is of recent origin. Edward Weidner defined it as “the process of guiding an organization toward the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or the other”. However, Fairsoul (2012) regarded development administration and stated that;

*a carrier of innovating values, it embraces the way of the new functions*

*assumed by developing countries embarking on the path of modernization*

*and industrialization. Development administration involves the establishment*

*of machinery for planning economic growth and mobilizing and allocating*

*resources to expand national income.*

These assertions by Fairsoul were argued upon by Montgomery who stated that, development administration connotes carrying planned change in the economy or capital infrastructure and to a lesser extent in the social services especially, health and education”. Therefore, he suggested that the term ‘development administration’ should be used in two inter-related senses, and these are;

1. It refers to the administration of development programmes, to the methods used by large scale organization, notably government to implement policies and plans designed to meet these developmental objectives,
2. By implication, rather than directly, it involves the strengthening of administrative capabilities.

These two aspects of development administration that is administration of development and development of administration are intertwined in most definitions of the term. He went on to observe that **“**administration cannot normally be improved very much without changes in the environmental constraints (the infrastructure) that hamper its effectiveness and the environment itself cannot be changed unless the administration of development programs is strengthened”. Donald stones analyzed the concept of development administration in terms of plans, policies, programs and projects towards the achievement of developmental goals. Development administration, therefore is concerned primarily with the tasks and process of formulating and implementing the **four Ps** (Plans, Policies, programs and projects), in respect to whatever mixture of goals and objectives may be politically determined.

#### Development Bureaucracy

As said earlier, development administration is concerned not only with the administration of development but also with the development of administration. The development of administration means development of administrative machinery and processes suited to the task of national development. Only through an effective administrative system can the goals of socio-economic development and nation-building be achieved. The government being the principal planner, financier, promoter and director of national development depends on bureaucracy for its functioning. Therefore, the role of bureaucracy as an agent of socio- economic change becomes important in the development process.

Despite the fact that bureaucracy in developing countries is ill-prepared and ill-motivated for the tasks lying before it, the fact remains that in most of these countries it is the major instrument of social change.

Woodrow (2015)observes that “bureaucracies in developing countries help to maintain the framework of a unified polity as well as the capacity to absorb varied demands and to relate them effectively. Not only were they important instruments for unification and centralization, but they enable the rulers to implement continuous policy”. In addition, they also served as important instruments for mobilization of resources, taxes, manpower and political support. There is no basic conflict between bureaucracy and development. No doubt, at present it suffers from certain structural weaknesses and behavioral attitudes, nevertheless, given right orientation in the new content, bureaucracy can be structurally and behaviorally geared to the task of development.

#### Comparative Public Administration

The World War II is often regarded as the dividing line between the old and new literature on the subject of public administration. As stated earlier, a new discipline under the name of New Public Administration came into being. Similarly, development administration also was the product of World War II. In the field of comparative public administration, emphasis shifted from general managerial approach to contextual and situational approach. Public administration, it was argued, is essentially culture-bound and develops its own peculiar characteristics in different cultural areas or environments. A look at the structure and function of the public administration in different countries revealed that though there is manifest similarity in formal organizations, yet their informal and behavioral patterns possess considerably diversities, each being shaped by its societal culture (Guns, 2009).

#### Comparative Administration

The comparative administration group of the American society for public administration which was set up in 1963 under the chairmanship of Fred Riggs to study the administrative problems of developing countries, viewed in the systematic context of their social, cultural, political and economic environments, defined comparative public administration as “The theory of public administration applied to diverse cultures and national setting and the body of factual data, by which it can be examined and tested”.

Riggs (2006) holds that the term “comparative” should be used only for empirical, homothetic studies. He outlines three trends in the comparative study of public administration;

1. From normative towards more approach,
2. Shifts from ideographic (Individualistic) toward nomothetic (universal),
3. Shift from a predominantly non-ecological to an ecological basis for the study of public administration.

#### Focus

The comparative public administration emphasizes that;

1. Organizations must be viewed as embedded in specific cultures and political settings
2. ii. The principles of public administration are seriously inadequate. iii. Both the study and practice of administration are pervasively value-loaded and
3. iv. Any proper discipline must have complementary, pure and applied aspects.

Therefore, the study of comparative public administration is not merely an intellectual exercise of some young scholars. Its conclusions have important bearing on the whole range of public administration. The major contribution is that it has helped eliminate the narrowness of provincialism and regionalism. The principles of public administration are analyzed in cross-cultural and cross national context and to be universal, they should be tested in cross-cultural settings.

#### International Administration

Generally speaking, public administration is the administration of the affairs of a state. In recent years, the sovereign states of the world have been drawn closer together through the improvement and speeding up of communications and transport. The modern states are not only physically closer but even otherwise they depend on each other for their mutual national development. It is now generally conceded that the nation states have become inadequate to the realities of the situation in the world today. The further progress of mankind now depends on developing fruitful international cooperation. It is in the field of public administration more than in any other that international cooperation has been most closely realized.

There is no international government yet in the sense of supra-national authority whose writ should be binding on all states. The nation states, even the smaller ones, are very zealous to guard their sovereignty and are not willingly to submit themselves to the mandatory control of any supranational organization. Yet multination international cooperation has been extended into many fields of human activity. Up to the Second World War as many as 222 international unions had been founded (Gladden, 2015). The League of Nations was the first world organization to enforce international law and improve the living conditions of the weaker sections like labour.

However, with the replacement of League of Nations in 1945, a new phase in the development of international government began. The United Nations originally consisting of 26 members represents almost universal membership. The U.N. staff functions in a neutral way without any influence from any government or from any other authority external to the United Nations organization. In addition to U.N. and its specialized agencies, there have come into being a large number of regional organizations serving the common interests or member states. Some of these important organizations are North Atlantic Treaty Organization (NATO), European Economic Community (EU), African Union (AU), Common Wealth of Nations, World Bank, and South Asian Association for Regional Co-operation (SAARC).



**Discussion**

* 1. Establish all the new dimension of public administration.
	2. Explain controversies about the nature and contexts of public administrationhow.



### Summary

The key-note of New Public Administration is an intense sensitivity to and concern for the social problems of the day. Its parameters are relevance, post-positivism, morals, ethics, and values, innovation, concern for clients and social equity. In this background, new forms of organization are carved out to suit the fast-changing environment.

 The New Public Administration advocates a client centered approach. It wants administrators to provide the people a major choice in how and when and what is to be provided. In the words of Negro and Negro, “Client-focused administration is recommended along with de- bureaucratization, democratic decision-making, and decentralization of administrative process in the interest of more effective and human delivery of public services.”

* 1.  **Review Assessment**

**Activity**

1. Identify the parameters found in new public administration.
2. Explain how the new public administration advocates for a client centered approach.
3. Discuss the emphasis of comparative public administration.

**UNIT 4: General aspects of Administration**

* 1. **Introduction**

In this unit, our main focus will be based on general aspects of administration. It should be noted that administration, as we all know is about rational organization and the management of men, women and material. The arrangement of personnel for facilitating the accomplishment of some agreed purpose through the allocation of functions and responsibilities is organization. It is the relating of efforts and capacities of individuals and groups engaged upon a common task in such a way as to secure the desired objective with the least friction and the most satisfaction to those for whom the task is done and those engaged in the enterprise. The necessary point in that structure is an arrangement of the working relations of individuals, not merely an impersonal process of putting blocks together to make a building. A person has to be found to be fit in the framework of sound organization.

* 1. **Learning Outcomes**



After studying this unit, you should be able to;

* Identify the basis of the general aspects of studying administration
* List and analyze the functional basis of public administration
* discuss the various approaches to the study of public administration

 **Time Frame:** In this unit you are expected to spend approximately

* 2 hours study time
* 2 hours in class
	1. **Basis of Public Administration**

Public Administration is organized on two basis - Functional basis, and Geographical basis. From the functional point of view, administrative organization is based upon your main principles, that is; principle of specialization, principle of integration, principle of hierarchy and principle of permanency. From the geographical point of view, the organization may be based upon centralized system or decentralized system.

* + 1. **Functional Basis of Public Administration**

Giddens (2009) identified the following as functional basis of public administration;

1. **Principle of Specialization:**

To ensure efficiency and economy in work, the administration is divided into numerous administrative agencies called departments, although sometimes there are a large number of commissions, corporations and boards outside the department structure. The question that then arises is on what basis are the departments organized? In general, it may be said that the departments are based on some broad substantive purpose, for example, the advancement of education, the development of industries, the conduct of foreign relations or the management of transport. Each department forms a particular type of function such as department of Home Affairs, the department of Foreign affairs and the Railway Board. The departments are further subdivided on a narrowly defined purpose or objective such as criminal investigation department or Board of secondary education. Specialization continues to work into the lower levels of organization. Thus a board of secondary education may contain a division devoted to textbooks, another division devoted to syllabus and still another devoted to organization.

1. **Principle of Integration**:

While administration is divided into departments according to the principle of specialization, these departments cannot function independently. The activities of the various departments need to be integrated into a composite whole. The problem of integration deals with the inter-relations of various administrative units on the same level of government. It is the problem of the relations of different services within the same department or of the different departments within the same government. The importance of integration hardly needs any emphasis. There can be no doubt that from every point of view, integration is desirable to achieve the purpose of administration, that is; the general good of the people.

1. **Principle of Hierarchy:**

The third principle which is common to the administrative set-up of all the modern democracies is the principle of hierarchy. All administrative organizations follow the pattern of the superior-subordinate relationships through a number of levels of responsibility reaching from the top to the bottom of the structure. This form of organization is called by Mooney and Reiley the “scalar process” under which there is a pyramid-cal type of organization. It consists of arranging the administrative units in such a way that there is a supreme leadership leading at the top and a broad base at the bottom. Every position in the organization finds its appropriate place in the hierarchy. The superior gives orders to the subordinates, while him too, receives and obeys orders from superiors. The subordinate accepts the decisions of the superior as a guide to his own behavior. Through link after link, the chief executive is united with each individual employee.

1. **Principle of Permanency:**

Administration is machinery for the execution of public will as determined by the political authority. Now while the political authority, i.e. the legislature and the chief executive may change with the change of public opinion, administrators continue to remain on their post. Zambia had turned out colonialism but she had not turned out the British legacy of administrative permanency. The officials are appointed on permanent basis.

Thus public administrations in modern democracies resemble a cone whose base is divided into a number of departments, each manned by permanent members of the civil service. All the sections of the cone converge on the vortex which is presided over by;

* 1. Political authority who in this case is the president.
	2. Geographical basis of administrative authority that may be concentrated or dispersed.
1. **Centralisation**

An example of Zambia, whose land size is vast and divided into provinces, is generally dispersed. The country is divided into 10 provinces, each area developing its own administration. Thus division of administrative authority is called provincial administration which is centralised. A centralized administration is one in which there are close relations between officials responsible to different levels of government as central government. When much administrative power is vested in the hands of the officials of the central government with a consequent diminution of the authority and discretion of officials in lower fall on a vertical line. At the highest extreme is the central administration, in the middle is the civil service, provincial or country administration and at the lowest rung is the village or town administration.

 **Limits of Centralization**

De Tocqueville (1996:87) assumes that; “a centralized administration is and tends to enervate the nation in which it operates by incessantly diminishing and crystallizing at a given moment or at a given point all the responsible resources of the people, impairing the renewal of these resources. It may ensure a victory in the hour of strife but it gradually relaxes the sinews of strength, it may help admirably the transient greatness of a man but it cannot ensure durable prosperity of a nation”. The question whether administration shall be central or local turns upon the extent of the institution in question.

The Centre must deal with the problems of a national character, and must not take a new function unless it is clearly recognized as one properly to be withdrawn from local or state control. Efficiency is certainly not a product of decentralization. Centralization after all is a process rather than a status and it is a process which inevitably grows out of the social environment of the age in response to the necessity for dealing with specific and concrete situation. It is to be remembered that responsibility and authority are forever inseparable and without one we cannot have the other. The central government should exercise reasonable supervision which should be general, intelligent and sympathetic. It should not remove authority from those whom it must hold responsible for the direct conduct of its services.

In terms of integration, it must have to be realized that too much of integration may destroy the initiative of the officials in charge of the Public offices while the lack of it may lead to confusion if not destruction of responsibility. Every country has its own peculiar administrative structure which suits its geography, history, national character and form of government. Nevertheless, several aspects of administrative organization which are common to the administrative set up of modern democracies may be considered.

* 1. **Various Approaches to the study of Public Administration**

The study of public administration has been approached from various angles. A brief analysis of different approaches given by Willoughby, etal, (1982) is as follows;

1. **Mechanical Approach:** This is the earliest approach to the study of public administration. Its main advocates were L.D. White, W.F. Willoughby, Taylor and Warner. These thinkers concentrated their attention on the question of achieving efficiency in public administration. Taylor believed that the problems of efficiency were alike in private industry and public administration. He held the view that one could discover the best way of principles of managing everything. His method was to break down workers, experiment with different work methods and procedures, and finally adopt those which proved most efficient. He was concerned with mechanical efficiency and viewed administration as a technical problem. The basic idea underlying the mechanical approach is that administration is a mechanical organization and that we can find out certain principles which will make the organization function efficiently. According to his approach, efficiency is axiom number one in the value scale of administration. The mechanical approach may therefore be also called “efficiency oriented approach or scientific management approach” with a little difference of emphasis.
2. **Philosophical** **Approach:** It is said to be the oldest approach, Plato’s republic, Hobbes Leviathan, Locke’s Treatise on Civil government are examples of the approach. This approach takes within its purview all aspects of administrative activities. Further it enunciates the principles or ideas underlying those activities. Evidently, its range is very comprehensive.
3. **Structural Approach**: This approach studies public administration in terms of its structure. It emphasizes the study of POSDCORB techniques of administration. It studies administrative organizations, personnel management and financial administration. It may also be called institutional approach. L.D. White concerned himself with the problems of administrative organization, personnel and administrative accountability. W.F. Willoughby gave due importance to the study of financial administration.
4. **Judicial/Legal Approach**: It is one of the oldest systematically formulated approaches. Its origin can be traced from the European tradition of rooting public administration in law. Frank J. Goodnow was the main advocate of juridical approach. It studies public administration from the view point of law. It lays emphasis on the constitutional structure of public administration. Its preoccupation has been with power, sovereign and subsidiary. It has been concerned with offices, with the stated duties, limitations, prerogatives and disabilities of officers and with the legal obligations and rights of citizens. Its characteristic materials have been the language of constitutions, of codes of law, of published regulations and of the decisions of judicial bodies, courts of accounts and high reviewing bodies like councils of state. Thus, its emphasis has been on the presumed action of officers in carrying out the laws and also on the correctives that are available.
5. **Behavioural Approach**: The behavioral approach also called the socio-psychological approach is basically concerned with the scientific study of human behavior in diverse social settings. The approach grew out of the criticism against the traditional approaches which laid emphasis on descriptive analysis rather than substantive one. In public administration, behaviourism dates back to 1930’s with the human relations movement and was later popularized by Chester Inving Barnard, Herbert Alexander Simon and others. Simon argued that ‘Administrative behavior’ is part of behavioral science movement and the only difference lies in the subject-matter of various disciplines. He said, ‘before a science can develop principles, it must possess concepts’ this was however, after critically examining the principles of public administration. In his book, administrative behavior, Simon rejects the traditional approach and holds that public administration should be concerned with the study of human behavior in organization.
6. **Case Method Approach**: This approach attained popularity in the thirties of the 20th century. A case narrates of what actually has taken place in administration. It however keeps intact the context and all relevant dimensions. Such an approach seeks to reconstruct the administrative realities and acquaints the students with the administrative process. This approach has been adopted by some Zambian scholars while conducting researches in yet on unexplored fields. However, the approach is not immune from flaws.
7. **Historical Approach**: It seeks to recreate a chapter of history as it attempts to study the public administration of the past within a particular time span and interpret the organization and information on chronological order. A society having rich past caters to this approach as the uniqueness of its administrative systems is thus identified. In fact, quite a sizable number of administrative institutions can be comprehended in the light of their past by adopting this approach. For instance, it is rather difficult to understand the creation of Nigeria into one unit without going into her origin and her phases of development.



**Discussion**

* 1. State four reasons why administration is regarded as a rational organization of people and material?



* 1. **Summary**

The subject matter of public administration is so complex and yet largely unexplored that it needs to be approached from all possible viewpoints to unravel its complexity. All the approaches already discussed have immense potentialities for the development of the study of public administration. None of these approaches by itself is adequate. Each one of them should be seen as necessary complement of the other.

* 1.  **Review Assessment**

**Activity**

1. Explain any five various approach to the study of public administration
2. Establish reasons why the case method approach is more preferred to the other methods.
3. Comment why Public Administration has been approached from various angles.

**UNIT 5: Environment of Public Administration**

* 1. **Introduction**

This unit welcomes you to the course in titled environment of public administration. The core business is to enlighten you my readers on to why public administration deals with human beings and as such it is a human activity.

Public Administration deals with human beings; therefore, it is influenced by the environment in which it is required to function. It is a well-known fact that no administrator can ignore his/her circumstances. In fact, administration and environments mutually affect each other so much so that it can be said that the study of environment for proper study of a public administration system is unavoidable. Therefore, there are different types of environments covered, and each one has its impact on administration. For example, economic conditions always have deep impact on economic structure and organization of the society.

* 1. **Learning Outcome**

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After studying this unit, you should be able to;

* state the importance of studying the environment in relation to public administration
* elucidate some of the impact of economic and cultural environment on public administration
* how cultural factors influences public administration
* describe how social environment in the working of public administration operates

 **Time Frame:** In this unit you are expected to spend approximately

* 1hour 30 minutes’ study time
* 2 hours in class
	1. **Importance of the study of Environment**

The environment is one of the cardinal aspects of this mother earth that each and every human being needs to treat it with care and adoration. Without the environment, mankind cannot survive at all; this is so because 90% of human activities depend on the environment. It is of this background that you need now try to evaluate the importance of studying the environment. Therefore, Goecheng (1995) identifies several factors to why we need to appreciate the importance of the environment to human beings. The following are some of the factors;

* 1. Study of environment or the study of problems, processes and organizations of public administration is not only essential but also unavoidable. The idea of need of study of environments on public administration was derived from biology. It was thought that as external environments influence the growth and decay of plants and their study is essential, similarly the study of external environments is essential for the study of development of social, administrative, political, institutions and systems, etc. It is follows that to have meaningful and critical analysis of any system and organization, it is essential that its environments should be scientifically analyzed. In this wise public administration system is no exception to this general rule.
	2. Importance of the study of environments can be realized from the fact that those administrative institutions which work successfully in a country, cannot be planted in any other country with the presumption that these would be successful there as well. For their successful working, favorable circumstance will have to be created and environments in which institutions are required to function will have to be critically studied.

* 1. In big countries with different races and communities, the same administrative institutions do not successfully work in different parts of the country. This happens because environments in different parts of the same country are not similar.
	2. For comparative study of public administration systems, it is essential to find out which type of environment is most suitable for the type of successful work of an administrative institution, so that before introducing any institution in the country as a whole or in any part of the country, these environments should first be created.

Additionally, you need to acknowledge that public administration of any country is influenced by political and constitutional set up of that country. Even when similar types of administrative systems are adopted by two countries that function quite differently because of varying political and constitutional systems. It may be all success in one country but may be only partial success or complete failure in another country. Furthermore, public administration is always influenced by constitutional and political environments of the country. Keeping these environments, Ferrel Heady (2017) classified countries and divided them in the following ten categories. In each category he has placed several countries, keeping in view their constitutional and political environment on the one hand and administrative system on the other. Thus each one has its own features. He has placed first four countries in the category of developed and others in developing countries.

**Categories of countries:**

**Developed Countries (**Traditional Autocratic System and Bureaucratic Elites System)

1. France, and Japan
2. Britain and America

**Developing Countries (**Civil and Military, Political and Comparative Systems and Communist Totalitarian System)

1. Japan
2. Soviet Union

It should be noted that both politico-constitutional environment influence administrative system and vice-versa. In effect, every constitution is framed keeping political environments into consideration hence it is glaring that when major constitutional and political changes take place, the administrative system also changes.

* + 1. **Economic Environment on Public Administration**

In every country economic activity is the main activity around which every other state activity and the system revolve and public administration is no exception to that. The essential point to note is that the whole administrative system of a country develops after taking economic limitations of the country in view. Accordingly, the economic system of the country decides administrative organizations and procedures on the one hand and honesty and the character of the administrators on the other. Thus, the point can be elucidated when one finds that some type of administrative set up produces altogether different types of economic systems. To this end, it is pertinent to note that not only when the economic resources in two countries are the same can one set of administrators manage to give better production, whereas the other fails to do so. Thus administration and economic environment go hand in hand. In fact, it is very difficult to understand administrative system of a country and its problems without properly studying its economic environments.

Therefore, in every society the economic activity is the main activity among others which influences the public administrator. In the light of this, some types of administrative systems produce different results under two different economic systems. Essentially, without economic resources no public administrative system can be efficiently run. The implication of this is that adequate economic resources are a pre- requisite for running good administrative system.In sum, administration controls economics life and vice versa as well as ensuring that the economic health of the country is maintained and that all economic agreements, etc. are not violated in any way.

* + 1. **Cultural Environment on Public Administration**

Like political, constitutional and economic environments, public administration system of a country is also influenced by cultural environments. However, since the culture of affluent Western Societies is very much different from that of a developing society, the impact obviously will be different. It is also needless to say that the culture of a society is based on values that will demand maximum labour to achieve and held in high esteem. In line with this analysis, it is clear that the public administration system cannot remain uninfluenced by these values any longer. It is important therefore to know that cultural values of a society very much influence and decide the nature of natural relationships of employees with each other formalities to be observed between male and female employees on the one hand and employers and employees relations on the other. Also, it is important to note that it is a culture of society which broadly lays down superior subordinate relationship in an organization.

Gaus (2010) identifies the following as some of the impact culture factors influence public administration;

1. Language
2. Communication System
3. Religion
4. Education
5. Cultural Values
6. Language has deep effect on public administration in multi lingual societies in relation to the many misunderstandings which arise when an administrator do not speak and follow the language of the people. Very importantly therefore, the running of an administration becomes easy when administered and the administrators speak the same language. In sum, the problem of language serves as a bottleneck so much so that many programs cannot be executed and prepared as well.
7. Communication system also influences administration. A good and efficient communication system makes conveying of orders easy and makes it possible to collect performance reports on the one hand and also to have close contact between line and staff agencies on the other.
8. Administration becomes easier in single religious society than in multi religion dominated society like other countries such as Nigeria. The reason is because religion binds the people in bonds of unity which in turn makes the task of administrators easy.
9. Education helps in producing a good number of trained administrators but the task of administering illiterates is easy as compared with the literates, who had always wished that their viewpoint should always be accepted.
10. When the values of the administrators and the administered are same it becomes easy to enforce laws because these are not always accepted simply as there is fear of punishment. In effect, it could be said that the traditions/cultural environments has a deep impact on administrative set up of the society.

However, since conservative societies love traditions, these do not gladly accept new administrative techniques.

* 1. **Social Environment in the working of Public Administration**

Public Administration not only influences but is equally influenced by social structure of the society, its customs and traditions, cultural traditions, by family and social back ground of those who join it because human element in public administration is part of social system of the society. Social Institutions and Organizations influence both character and behavior of public servants both directly as well as indirectly. Each one has some perception about public administration much before he/she joins as a public servant. Therefore, public administration and social organizations has a close relationship with each other because each public relation activity deals with some social activity. Administration therefore seeks the help of these organizations to clarify public doubts while social organizations keep a watch on the activities of public administration and thus make its working protected.

**Discussion**

* + 1. Elucidate why public administration is influenced by the environment in which it is required to function.



* 1. **Summary**

It is pertinent to conclude this unit by opining that we have so far discussed the relationship of environment with public administration, the importance of the study of Environment, the politico-constitutional environment of public administration, economic environment on public administration, cultural environment on public administration, and social environment in the working of public administration. Summarily therefore, no public administration can either ignore or undermine the fact that administration and environment mutually affect each other, as public administration does not exist in a vacuum. The entire unit brought to bear the increasing realization that no administrative system can work successfully without an analytical study of environment in which it is expected or work. In effect, the need of study of environment for successful working of a public administration system can be said to be fully realized and appreciated these days.

* 1.  **Review Assessment**

**Activity**

1. Discuss the assertion that no administrative system can work successfully without an analytical study of environment in which it is expected or work.
2. Explain why it is important to study the environment in relation to public administration.
3. List and explain some of the culture factors that may influence public administration.

**Group Activity**



* In groups of fives, analyse the importance of social environment in public administration

**UNIT 6: Principles of Public Administration**

* 1. **Introduction**

This unit discusses the principles of public administration that will encompass different principles as well. The following principles will be deliberated; principle of political direction**,** principle of public responsibility, principle of efficiency, principle of organization, principle of public relations, principle of evolution and progress principle of research. Eventually, a summary will be drawn by putting together the main points to conclude.

* 1. **Learning Outcome**

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After studying this unit, you should be able to;

* identify principles of Public Administration
* describe the other principles found in administration
* discuss research in relation to the principles of administration



**Time Frame:** In this unit you are expected to spend approximately

* 2 hours study time
* 2 hours in class
	1. **Principles of Public Administration**

Public administration is not only an art but also a science which is a body of systematized knowledge; therefore, it is pertinent to sum up in principles, some basic facts of administration having general application. These principles may be expected to serve the practical purpose of providing an essentially framework connection to facilitate the study of the subject. In effect, in as much as it cannot be stated that these principles equate scientific laws in any respect or serve as a means of prediction but the readings or labels or drawers of filing Cabinets in which material for a comprehensive study of the subject may be sorted or arranged. It is believed that these statements have succeeded in showing the broad dimensions of a subject and at the same time mapped out its main features. And it will be desirable to give these statements the name principles because they provide dues to the causes of any phenomena or elements (Giddens, 2009). Therefore, without any fear, it may be claimed that the principles of public administration exists. A brief description of these principles is given below:

* + 1. **Principle of Political Direction**

 Public administration is an agency of government. It is subordinate to the political executive which is the supreme organization. The administrative machinery obeys the general direction as issued by the political authority. It is directed by the political laws and statutes. The objective of administrative action are defined and authorized by the political authority in a state possessing power to compel members of the society over which it presides to act in certain ways. However, since the ends or its purposes are not of its own devising, public administration serves the will of others which is formed and expressed by political, not by administrative, machinery.

However, Simon (1999) assumes that;

*The administrative body only receives the orders from the above and has no*

*initiative of its own. The only initiative, which an administrative body possesses,*

*is with regard to those activities or spheres which have not been touched by*

*the superior authority and are left to the administrative bodies in their discretion.*

*Thus, the first principle of political direction is of great significance as it keeps*

 *the administration away from politics and tells the civil servants what their*

*position is in the government structure.*

In effect, the entire efficiency of public administration depends on the master thus it can be said that if the political executive is wrong there is no reason that the permanent executive should not be wrong and misguided.

This is carried by persons who have certain powers or authority. Authority is the power or right of a person commanding other people to do things and in general of getting work done by them. Essentially, the authority that comes to an administrator results from the position of superiority occupied by some people over others. The authority which a superior exercises is of three sorts – legal or statutory, second, the nature of the position he/she holds while the third, his/her own personality.

* + 1. **Principle of Public Responsibility**

According to Gaus (2010), principle of public responsibility is responsible for all acts to the political executive who in turn is responsible to the general public through the legislature. Thus, public administration, if not directly, at least indirectly is responsible to the people for its acts through the political boss. In effect, public administration must be sure of the grounds on which it acts since it can be asked at any time to give accounts of its stewardship. It must be able to explain its actions when asked to do so. Adequate records of the grounds and reasons for its actions as well as of the actions themselves must be maintained that is why all official transactions are conducted by documentation, correspondence and written minutes of a meeting preserved in files. Since public administration is ultimately responsible to the general public, this responsibility as a whole will tend to require uniformity in administrative action.

Following the previous discussion, it could be insinuated that since civil servants cannot give special considerations to individuals or a particular group, their treatment should have uniformity throughout and to all the people generally even though, it will always be difficult in public administration to justify giving special consideration and treatment to individuals if it is not extended generally to all individuals in like circumstances.

From the above mentioned two principles, it will be wrong to infer that administrative responsibility is a mere responsibility of carrying out orders, as a squad of newly recruited soldiers obeying a drill sergeant on the parade ground. Public administration is much more than being a mere faithful servant. In fact, administrative action is an inevitable necessity and absolutely indispensable without which social action becomes impossible. In the modern times, social instrument cannot be operated without the aid of public administration because it is the inevitable part of a social link which is something very essential in the nature of society. So great are the complexities of all the requirements of social action that political institution alone is unable to plan their execution in all its details hence much has to be left to the administrative action if political objectives are to be attained. In other words, it is a necessary part of the government of a country that the success or failure of the government will almost depend upon the efficiency of public administration. Thus, if the political boss formulates grand plans but it is not implemented in right manner, all the labor of the political bosses will be in vain. This is one of the reasons of public dissatisfaction in Zambia (Simon, 1999).

* + 1. **Principle of Efficiency**

It is increasingly realized that efficiency is rather the sole standard of judging success or failure of an institution and public administration is not an exception to this rule. Efficient public administration is most essential for the development of the growing complex of social, political and economic set up. A public administrator should work with the clear idea of bringing more and more efficiency. This can be brought about through various means hence it is essential that target fixed for achievement should be rational and reasonably achievable with available resources. In effect, neither religion nor sex but ability of the person should be the sole criteria for making all appointments. Rather staffing should be on scientific line and as far as possible there should be division of labor on very sound footings. More so, there should not be frequent administrative and policy changes rather it should be made when absolutely necessary. At the same time there should not be too much rigidity hence the employees should be given reasonable and proper promotion opportunities and initiatives should be encouraged and properly rewarded. There should also be refresher courses and other training facilities available to the employees so that the public administrator is fully well-informed about latest administrative techniques and methods.

* + 1. **Principle of Organization**

This principle draws attention to the need for careful organization or structuring of the administrative machinery. To a large extent a large measure of this principle depends upon the volume of the contribution public administration can make to social well-being. In effect, though the organization must be economical, yet it should not be lacking the basic ingredients of a perfect organization. Co-ordination, correlation and integration, are necessary words covering a multitude of administrative virtues given that every department of public administration must be correlated with each other.

Huddgson (1999) argues that; “in order words, there must not be watertight separation between the various departments but given that the government is a unit and must be run as a unit so that important and independent activities should be integrated at one place”

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Based on the fact that coordination of the work of all the parts of administration is absolutely necessary to make the administrative system work it is necessary that public administration be characterized by the division of labour it employs. In order words, the division of labour also makes the fixing of responsibility easy. This is because the application of the principle of division of labour results in the hierarchical or scalar grading of the staff employed. This is also because the means adopted to recruit and select labor needed in various grades and in the division of the administrative task between a considerable number of public departments, each specializing in a particular function or group of related function.

In sum, if the government has to perform numerous activities, it is necessary for everyone concerned with administration to know which department is responsible for which activity. In this instance, it is not only the officers of the department but the people also who should know which duty is performed by which department. This principle also introduces the useful analysis of organization by “Line and staff”. At this point, it must be noted that line agencies are those which are concerned with the primary objects for which the government exists. The staff agency is an advisory agency to a high ranking official but does not have operating responsibilities. Finally, administrative machinery should be organized properly because it is on the proper organization of administration that depend the efficiency of the government.

* + 1. **Principle of Public Relations**

Public administration is a means and not an end in itself. It exists for the welfare of individuals and since it affects their welfare, it is essential that it must understand the needs and desires of the people. The principle of public relations enjoys effective interaction between administration and the public affected by administration. It points to the need for integration of democratic experience with the administrative agencies designed for its expression.

 According to Fayol (1999), it is assumed that; only when public relations have been rightly established that a democratic system of public administration can be said to be effective. In effect, public relations is valuable not only to the extent to which they enable one to understand the public needs and requirements but also to the extent to which they are able to assist in understanding the aims and methods of departments thereby facilitating the integration of public experience with administrative action. Any serious divergence between the theory of government and the practical daily life of the people runs grave dangers because whenever any administrative activity injures the people, a revolt may take place. Therefore, it is essential that public relations must be kept all right.

* + 1. **Principle of Evolution and Progress**

A peep into history reveals the mass and momentum of public administration as well as the rate at which it has increased and is increasing every day. At the end of the eighteenth century and during the first quarter of the nineteenth century little or nothing had been done to cope with a number of pressing social problems. Today the government has opened her departments like the department of social security, community projects and planning, etc. which has ensured an increase in administrative force. More and more activities have been assigned to public administration and there is no sign that the tendency is likely to be reversed. Education, social security, electricity supply and many other activities have been largely removed from the sphere of exclusive, voluntary, private or uncontrolled exploitation.

Today the relationship between states and individual is not that of opposition but essentially one of self-help and co-operative effort through a better and more intelligently planned division of labour. Therefore, the principle of evolution and progress in public administration is all that the above indicate as well as the fact that public administration is becoming more and more scientific and evolving itself from old methods to new ones.

* + 1. **Principle of Research**

The principle of Research includes the systematic study and recording of new methods. Practically in every field of knowledge the work of research is carried on and there is no reason why it should not be carried out in the field of public administration. Administrative foresight and planning should therefore be recognized as a function of public administration and provision be made to pursue it departmentally as well as generally.

In fact, in Zambia, the need for specialization and research has been stressed by several civil service reforms reports. To actualize this need, the government has established the National Public Administration (NIPA). NIPA engaged in ordinary and advanced training and research in the field of public administration so as to give public administration both professional practical bases.



**Discussion**

* + 1. Briefly account for at least three descriptions of any principles as prescribed in public administration.



* 1. **Summary**

All these principles cannot be taken as final word in administrative activities. The basic limitation of these principles is that emphasis is on the internal structure of the organization whereas different theories developed by prominent administrative and social scholars have proved that administration are effected and also affect in their turn, various other ecological factors such as social, political, economic, cultural and so on. Thus, whatever the principles, if at all are to be developed, have to take a broader perspective.

 To sum up, no rigid set of principles can be said to be of universal acceptability. Principles, if necessary have to be flexible, and may have to be reviewed from time to time in the context of changing times and places.

* 1.  **Review Assessment**

**Activity**

1. Discuss the basic limitation to any two principles and devise solutions to them.
2. Explain any of the two principles of public administration.

**UNIT 7: Public Administration and Bureaucracy**

* 1. **Introduction**

Welcome to unit 7 where we are going to discuss public administration and bureaucracy in Zambia and Africa. In this unit, our main focus is to see how administration of a country is run not only by ministers who are rather amateur in the art of administration but by the civil servants. The point to note is that the minister depends upon the expert advice of the bureaucracy (i.e. civil servants). We will define the term ‘bureaucracy’ in different context and also its historical development will be spelt out.

* 1. **Learning Outcome**

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After studying this unit, you should be able to;

1. define bureaucracy in relation to public administration
2. describe the historical development of bureaucracy
3. explain the need for bridging the gap between people and development
4. discuss the relationship between bureaucracy and political development



**Time Frame:** In this unit you are expected to spend approximately

* 2 hours study time
* 2 hours in class
	1. **Defining Bureaucracy**

According to Giddens (2005), the word Bureaucracy has been derived from the root ‘Bureau’ which stands for the post or office under a government. In popular parlance bureaucrats are called civil servants. Essentially, a civil servant is “a professional body of officials, permanent, paid and skilled’. Let us also consider other definitions by the following:

**Jennings** writes that “it is a function of a civil servant to administer and of the ministers and the cabinet to control administration. In other words, the minister does nothing except to take decisions on matters of importance”.

**Laski** conceives bureaucracy as “a system of government, the control of which is so completed in the hands of officials that their power jeopardizes the liberties of the ordinary citizens”.

Gulick and Urwick (1999) own conception of bureaucracy is that without them the government cannot move hence his succinct position that “such manifold talks fall rather to the body of officials and employees known as the permanent civil servants. It is this great body of men and women that translates law into action from one of the country to the other and brings the national government into its daily contact with the rank and file in the country – less in the public eye than the minister, this army of functionaries is not a bit less necessary to the realization of purposes for which government exists”

Following from the above conceptions, it is glaring therefore, that the role of bureaucracy has assumed greater importance in the modern age, because with the development of science and technology, several new problems and spheres have come up where experience, skill and expertise are strongly and necessarily needed.

* 1. **Historical Development of Bureaucracy**

The system of bureaucracy is as old as ancient civilization. It existed in the ancient period in Rome, China, India and several other countries. Their duties were fixed in the statecraft of those periods. Some account of the development is available throughout the pages of history. However, their duties were limited to spheres of taxation, collection of taxes, maintaining records, gathering data for the information of the king, conveying the orders of the kings to the public, maintaining accounts, controlling the treasury and managing the affairs of the palace. But with the systematic development of state craft during the middle ages and the development of the activities of the modern states, the function of civil servants were highly enlarged (Gaus, 2010).

The term bureaucracy was first coined by Vincent De Gournay in 1712, a French economist, in the eighteenth century. He had observed that: “we have an illness in France which bids fair to play havoc with us; this illness is called bureau mania”. The dictionary of the French Academy accepted the word in its 1798 supplement and defined it as “Power influence of the heads and staffs of government bureaus”. It was in 1895 that bureaucracy was discussed as a subject of importance in its own right by Mosca in his elementary political science. Mosca regarded bureaucracy as being of fundamental importance to the government of great empires and classified political systems into feudal and bureaucratic. His book was translated into English as the Ruling Class.

* + 1. **Factors attributed to the rise of Bureaucracy**

Laski (1988) attributes the rise of bureaucracy to several factors and states that;

1. it rose as a byproduct of aristocracy. In his history, disinclination on the part of the aristocracy for active government has in some cases led to the transfer into the hands of permanent officials.
2. the origin of bureaucracy may be traced to the desire to be set off against the aristocracy for power.
3. the advent of democracy helped it in two ways:
4. In the nineteenth century the advent of democratic government over threw in the Western world the chance of maintaining a system whereby officials could constitute a permanent and hereditary caste.
5. The new conditions which accompanied democracy made it essential to have a body of experts in charge of a particular service.
6. Fourth, the scale of the modern state and the vastness of the service it seeks to render make expert administration inevitable. Max Weber’s View: It was Max Weber in 1864 who first founded the sociological study of bureaucracy which has become most familiar with social scientists. What Weber was concerned most was to discover the canons of social behavior of democracy. In effect, the focus was not to depict and suggest goodness or badness but to suggest a standard model. To this end, his concept does not represent average attributes of all the existing bureaucracies or other social structure. It is rather a pure type in itself derived from the most characteristic bureaucratic aspects of all the loans organizations. **Max Weber** has defined bureaucracy in terms of its structural characteristics. The above mentioned attributes portray a kind of organization which is impersonal, where authority is exercised by administrators only by virtue of the office they hold, and what is more, in accordance with the clearly defined rules and regulations. In other words, bureaucracy emerges as a unique impersonal, neutral passive, and instrumental with behavioral characteristics that bother on objectivity, precision and consistency.
	* 1. **Bridging the Gap between People and Bureaucracy**

The bureaucracy should, no doubt, be efficient in its job. But efficiency alone is not the criteria of a good government. It is the need of the hour that bureaucracy should be helpful in promoting social justice and economic progress. There is need, therefore, that the gap between the Bureaucracy and the people be bridged hence administrators should not be recruited from the upper strata of the society alone. There is need for good rapport between the civil servants and the people hence the need for mutual understanding of each other’s feelings or points of view (Negro & Negro, 1998).

* + 1. **Committed Bureaucracy**

A lot of people in Zambia have questioned as to what is the role of civil servants in building the new society of ours. Whether the civil servants in Zambia have honestly endeavored to successfully implement the policies and programs of government, and how much faith does the bureaucracy repose in the ideal of social justice? Have the civil servants committed a lot of the policies of the government? If commitment means “politicization of the services: it would be well to remember that it may demoralize administration. It would be good that the civil servants remain aloof from the political parties. The civil servants should serve the people in a selfless and impartial manner.

But there is another aspect of commitment, i.e., having the bureaucracy to fulfill the ideas enshrined in the constitution and accomplish the aspirations of the people. It is essential however, that the bureaucracy should have faith in social and economic justice. It should implement the policies of the government honestly and with a sense of urgency. The commitment of the bureaucracy in this sense will be praise-worthy.

* + 1. **Bureaucracy and Political Development**

The phenomenon of development involves a gradual separation of institutionally distinct spheres, the differentiation of separate structures for the wide variety of functions that must be performed in any society. The greater the differentiation in a society, the more politically developed it is assumed to be. In this sense, political development is varied. For instance, highly developed systems, such as the West, contain a large number of explicitly administrative structures; each specialized for specific purposes – agriculture, transport, defense, planning, communications, health etc. while in traditional or simple societies such differentiation takes place to an extremely limited extent. For proper and democratic functioning, there should be balancing of political and administrative or bureaucratic structures while only vigorous political institutions can be kept under check in a modern bureaucracy. However, if the political institutions are weak, bureaucracy gains an upper hand. In other words, weak political institutions create a power vacuum, which is filled by bureaucracy (Riggs, 2014).

 In addition to this, Riggs mentions two features of political development in the developing societies, and these are:

1. a complex pattern of heterogeneous overlapping. In this process of modernization, these countries adopted from the western model distinct social and political structures and assigned them differentiated task. But in the process the older institutional base of a society lingered on. Thus creating a dualistic situation.
2. the concept of **lag**. All functional sectors of a developing society do not change at the same speed. Thus a lag is produced, one sector making faster progress, the other lagging behind.

Therefore, the requirements of the civil services are that, it shall be impartially selected, administratively competent and politically neutral and imbedded with the spirit of service to community or authority.



**Discussion**

1. Briefly discuss how administration of a country is run not only by ministers who are rather amateur in the art of administration but by the civil servants.



* 1. **Summary**

In conclusion, it is important to note that while bureaucracy has inherent elements that make its processes often cumbersome or distasteful to its public chiefs, yet it is indispensable and indeed an instrument for the achievement of efficiency in all large organizations. It is concerned with the most efficient means of planning and control, and the fact that these processes are often misused and abused by inefficient, corrupt, and stubborn officials, is not a case for the total condemnation of bureaucracy.

Ordinarily, although bureaucracy is not a virtue in administration, yet it is an element of administration that has become an inseparable feature. Bureaucracy implies a certain degree of flexibility and impersonality so much so that it constitutes a problem to administration, but again to the extent that these problems are inseparable from administration, bureaucracy incidentally is a process and an element of administration. There is nothing to be afraid of in bureaucracy.

* 1.  **Review Assessment**

**Activity**

1. Discuss any three characteristics of Bureaucracy?
2. Why is expert administration inevitable?

**UNIT 8: The problem and failure of Bureaucracy in Africa**

* 1. **Background**

Having learnt about general bureaucracy in unit 7, it is perhaps imperative to go on a step further to identify the problems and failures of bureaucracy in Africa. However, it should be acknowledge that the speed of change in different functional sectors of developing countries, especially Africa, has not been uniform. This is so because most development in public administration technically, takes place more rapidly than in political institutions like the political executive, legislative, electoral processes. The outstanding factor to all these delinquencies is due to the introduction of hierarchy and the red tape (bureaucracy) in Africa by the whites.

After the end of colonial rule, the emerging Free states – called the Third World Countries of Africa, Asia, Latin America, etc., started the process of socio-economic development which led to phenomenal expansion of bureaucracy and the rise of a new class, a bureaucratic bourgeoisie (capitalists) in many of these countries. This class soon acquired social and political paramount on account of the various political and social factors. This new class was western oriented and trained in western methods of administration.

 With the aid of western countries in the form of training abroad and financial assistance for development projects, these new classes of administrators were able to establish bureaucratic authoritarianism and hierarchical formalism which substituted for mass mobilization and popular participation - the two essential ingredients of development administration. In fact, the speed of change in different functional sectors of developing countries, especially Africa, was not uniform. Development in public administration technically, takes place more rapidly than in political institutions like the political executive, legislative, electoral processes etc.

 This, therefore, makes bureaucracy more dominant in the developing societies and it is exercised disproportionate influence resulting in several serious consequences, such as inefficiency, lack of initiatives, and gross violation of administrative responsibility (Fayol, 1999).

* 1. **Learning Outcome**

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After studying this unit, you should be able to;

* make a budget and preferences (indifference curves), concept of utility (cardinal, ordinal and marginal utility).
* appreciate deriving the demand curve using indifference curves.
* explain the market demand curve.
* describe the elasticity of demand.
* discuss consumer surplus.



**Time Frame:** In this unit you are expected to spend approximately

* 2 hours study time
* 2 hours in class
	1. **The role of Bureaucracy in Africa**

The role of bureaucracy as an agent of socio-economic change had been questioned by so many thinkers, such as Robert K. Merton, Alvin Gouldner, Robert V. Presthus and Warren Bennis. Warren Bennis questioned the role of bureaucracy in Africa by saying that bureaucracy is likely to go out of use in the wake of new social system. However, Mohit (2011), an Indian thinker, stated that “the Weberian model, according to the critics, is subject to dysfunctional consequences of failing to take into account the individual or behavioural aspects of the people who worked within the organizational system. It may be pointed out that in many developing countries, especially Africa; the economic and political situations are unstable. In addition to this, Woodrow (2015) says;

*The time is evidently past when public officials are expected to sit on*

 *the developmental side lines, limiting their roles to fixing of general*

*rules and to providing certain basic services and incentives for those*

 *for those private entrepreneurs who are the major players in the*

*complicated and exciting game of fashioning profound changes in*

*economic and social system the bureaucracies except for minor and*

*other changes, have confined their roles to the fixing up of legal*

*framework. They have remained more or less bound by hierarchy*

*functioning in accordance with predetermined laws, rules and procedures.*

Therefore, most studies of public administration in African countries have stressed the view point that the bond of officials who have been brought up and trained in the colonial administrative culture, wedded to Weberian characteristics of hierarchy, status and rigidity in the adherence of rules, and concerned mainly with the enforcement of law and order and collection of revenues, hence are quite unfit to perform the duties expected in the changed situation of an administration geared towards the task of development.

* + 1. **Violations of Administrative Responsibility in Zambia**

The management of public affairs in Zambia is grossly afflicted by various abuses of administrative powers and malpractices which are described as violation of administrative responsibility. Some of these are:

1. Bribery and Corruption
2. Dishonesty
3. Unethical Behavior
4. Acting without legal Authority
5. Unfair treatment of Workers
6. Gross Inefficiency
7. Violation of procedural Due process viii. Denial of Rights
8. Failure to Exercise Administrative initiative
	* 1. **Bribery and Corruption**

Bribery and corruption could be regarded as the worst acts against administrative responsibility in Zambia. An official from Ministry of Health was arrested by the Anti-Corruption Commission (ACC) in 2008 on charges of Theft and corruption involving Millions of kwacha and he is currently serving jail term. We have seen many other government officials being arrested for receiving monetary or material gratification in the course of their official duties. Another example is where, some officials receive bribes before appointments into the public service are made, monetary inducements are made before licenses of various kinds are issued, and contracts are awarded after the awarding officers have been fully rewarded in money and materials, and so on. Apart from “kickbacks” and inflation of contract prices, there is yet another fraudulent practice of paying for contracts that were not executed at all. There are serious cases of examination malpractices by teachers as a result of monetary inducements. Indeed, bribery and corruption afflicts the whole public sector management.

* + 1. **Dishonesty**

Dishonesty is quite associated with corruption, as dishonest official indulges in corrupt practices such as fraud, forgery, embezzlement of public funds, cheating, stealing or misappropriation of public property which are wide–spread in the Zambian public service. Some scrupulous revenue officials of the ZRA collect taxes, duties, fee, etc., with fake receipts and such revenue is not paid into the public treasury but pocketed by individual officials. There are numerous cases of falsification of documents to satisfy selfish ends. Dishonesty is quite a serious canker–worm which wrecks the public services in Zambia and which results in inefficiency and low productivity. As a developing nation and one which has undergone a long period of a wide spread abuse of office in its public administration, has adversely affected the efficiency of the administration (Zambia Corruption Profile; Business Anti-Corruption Portal. Retrieved 14 July 2015).

* + 1. **Unethical Behavior**

Unethical behavior negates administrative responsibility. Unethical behavior is an administrative act which even though not against the letter of the law, is morally wrong as it is intent is in exploiting the loop–holes in the law. It is an act that lacks in administrative integrity. When an official places order for an inferior goods and services instead of the most superior ones, jobs orders for repairs of office equipment, machineries and vehicles are issued not to the best mechanics that put in tenders but to friends and relation who are known to be inferior in standard, are numerous cases of such unethical behavior in Zambia.

* + 1. **Acting without Legal Authority**

Acting without legal authority is happens among public officials in Zambia. Such administrative acts which were frequent and wide –spread during the first republic and led to the expansion of bureaucratic powers. In the process of administration, top official create and change existing laws. For instance, an officer can be forcefully retired without following strictly all the due processes required by law.

* + 1. **Unfair Treatment of Worker**

Unfair treatment of workers is also seen frequently in the public service. The management of various public organizations indulges in arbitrariness treatment of innocent workers, high–handedness, victimization and oppression of workers. Public officers often take decisions which violate principles of social justice and fair play. Examples of these negative administrative behaviors include nonpayment of workers salary and allowances for many months, denial of promotion without objective reason, dismissal from office in the guise of “security risk” that does not even exist in the first place, denial of official benefit, etc. This unfair treatment of workers in organization creates a poor image of the organization and lowers morale and organizational efficiency.

* + 1. **Violation of Procedural Due Process**

Violation of procedural due process is a common feature of development administration are more often than not, found in Nigeria. Many public organizations violate the principle of procedural due process in relation with outside parties. According to Negro and Negro (1998) “In general terms, procedural due process means that all public officials at all levels of government must be fair in their dealings”.

* + 1. **Gross Inefficiency**

Most public organizations in Zambia manifest low productivity as a result of administrative inefficiency. Administrative inefficiency is a product of low morale and inadequate motivation which in turn results in the manifestation of adaptive behaviors by public servants. One observes among public servant lack of devotion to duty and absence of commitment to the objectives of the public organization.

* + 1. **Denial of Rights**

A common feature of development administration which is typified by the Zambian case is denial of fundamental human rights. This is caused by the increased powers of the Executive, value, administrative indiscipline and immaturity. Small numbers of cases of denial of human rights are recorded in the civil service and it was rampant before multiparty democracy, People before were being arrested and detained without due process, employees are retired without immediate payment of personal benefits, etc. Denial of human rights is dehumanizing and is a manifestation of sheer administrative irresponsibility.

* + 1. **Failure to Exercise Administrative Initiative**

Public officials are given under the law certain limits of administrative discretion. In spites of this, some public officials do not take positive decisions by exercising the legitimate discretion. Sometimes the official fails to take the action even though the law empowers him/her to do so and indeed the situation calls for it in order to satisfy the interest of the public. Therefore, the failure of officials to have initiative could be highly risky. Whatever the case may be, administrative initiative is an essential requirement for organizational efficiency and high productivity. A public officer has a responsibility to contribute a maximum not a minimum of service to the organization which he/she serves.

* + 1. **The Importance of Bureaucracy**

Despite the fact that bureaucracy in African in general, and Zambia in particular is ill – prepared and ill – motivated for the tasks lying before it, the fact remains that in most of these countries it is the major instrument of social change. In effect, **Eisenstaedt** observed that bureaucracies in developing countries “help to maintain the framework of a unified policy as well as the capacity to absorb varied demands and to relate them effectively.

Not only were they important instruments for unification and centralization, but they enable the rulers to implement continuous policy. In addition, they also served as important instruments for mobilization of resources, taxes, manpower and political support”. There is no basic conflict between bureaucracy and development. No doubt, at present it suffers from certain structural weaknesses and behavioral attitudes, however, given right orientations in the new content, bureaucracy can be structurally and behaviorally geared to the task of development. The following changes among others may be helpful to fit bureaucracy in into developmental tasks:

1. There should be de-emphasis of hierarchy to get rid of the conventional organizational pyramid
2. There is need to redesign organizations to enable cooperative decision making and promote collaborative problem–solving iii Authority should be decentralized and field units should be strengthened and given more authority for decision-making
3. There should be flow of communication unhindered by status levels in organization
4. Merit alone should be the criterion for recruitment of personnel. Adequate arrangements for training should exist.
5. Bureaucracy must secure people’s participation and cooperation in development work
6. Behavioral changes are needed to make the bureaucracy change - oriented, result – oriented and people – oriented.
7. Professional mobility should be encouraged.

It has to be borne in mind therefore, that bureaucracy is still relevant today. This is because if kept within reasonable limits, bureaucracy and bureaucratic practices are functionally necessary for the operation of a large administrative apparatus. Care must be taken to distinguish the ingredients of bureaucracy from poor performance in public administration which has nothing to do with bureaucracy. Too often, many people tend to lump all together under the name of bureaucracy any unwholesome attitude or activities noticeable in government. On the other hand, there are some factors which continue to influence the public administration in most of the developing countries, such as, cultural constraints, formal colonial status, entrenched elites, low prestige of specialists, brain drain and government in almoner i.e. government distributing money and help to the poor (Giddens, 2009).



**Discussion**

1. Identify and comment on the major problems and failures of bureaucracy in Africa.



* 1. **Summary**

It is important to note that while bureaucracy has inherent elements that make its processes often cumbersome or distasteful to its public clients, it is also indispensable and indeed an instrument for the achievement of efficiency in all large organizations. It is concerned with the most efficient means of planning and control, and the fact that these processes are often misused and abused by inefficient, corrupt, and stubborn officials is not a case for the total condemnation of bureaucracy.

* 1.  **Review Assessment**

**Activity**

1. What are the advantages and disadvantages of bureaucracy?
2. Discuss any changes that may be helpful to fit bureaucracy into developmental tasks of African states.

**UNIT 9: Policy Formation**

* 1. **Introduction**

You are welcome to Unit 9 whose focus is on policy formulation. Policy means a decision as to what shall be done and how, when and where. It is a verbal, written or implied basic guide to action that is adopted and followed by a manager. Additionally, Policies are the consciously acknowledged rules of conduct that guide administrative decisions of any government in the world.

Therefore, the unit will bring to the fore the fact that policy in itself is a big decision which provides the framework within which several other series of decisions are taken. In fact, every modern government which is anxious to improve or to develop has to depend on research bodies for the information and facts. Every new policy must take cognizance of the new research and material provided by these bodies.

* 1. **Learning Outcome**

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After studying this unit, you should be able to;

* describe policy and other concepts involved in public administration
* ascertain what comprise administration and policy making
* identify basis of policy formulation
* state and explain all agencies in the Zambian government which participate in policy formulation.

**Time Frame:** In this unit you are expected to spend approximately

* 2 hours study time
* 2 hours in class
	1. **Policy and Other Concepts**

One of the essential functions of government is policy-formation. In the words of Dr. Appleby, the essence of public administration is policy- making. Policy is prior to every action. It is a pre-requisite to all management. It is the policy which sets the task for administration. It provides the framework within which all actions for the accomplishment of an objective are to be activated. Policy is in fact, planning for action. It is getting ready for setting the sails to reach the desired destination.

Policy is not the same thing as rule because policy is dynamic and flexible whereas rule is specific and rigid. There is also a difference between policy and custom in so far as the former is the product of conscious effort; the latter grows automatically in the soil of a society. Policy should also be distinguished from decision. Though policy itself is a big decision, it provides the framework within which several other series of decisions are taken.

Policy is not the same thing as method of procedure because the latter exists to effectuate the former.

According to Fairsoul (2012), Policy deals with basic issues, basic to the working of the whole administrative machinery. The Following Attributes of policy has been noted;

1. Policy is formulated in the context of organisational objectives
2. Policy may be in the form of an explicit declaration in writing or may be interpreted from the behaviour of top level members.
3. Policy is formulated through decision-making process,
4. Policy provides guidelines to the members in the organisation for choosing a course of action.
	* 1. **Administration and Policy-Making**

Ever since Woodrow (2015) wrote his essay on the study of administration, published in 1887, politics-administration dichotomy school of thought tended to regard policy as outside the scope of administration. In the words of Wilson, “The field of administration is a field of business. It is removed from the hurry and strife of policies”.

It is now being increasingly realized that policy-administration dichotomy cannot work and that administration cannot be completely divorced from policy-making. Luther Gulick was one of the first exponents of this view. To quote Dr. Appleby “Administration are continually laid down rules for the future, and administrators are continually determined by what the law is, what it means in terms of action, what the rights of parties are with respect both to transaction processes and transactions in prospect. Administrators also participate in another way in the making of policy for the future, they formulate and recommend actions for legislation, and this is a part of the function of policy-making”.

Public officials are associated with policy formation in three important ways and these are;

1. to supply facts, data, and criticism as to the workability of policy to the ministers or to the legislature if the initiative for policy-making comes from them. The members of the legislature or the ministers are amateurs who have risen to positions because of the poplar will not because of their administrative talent and as such, they have to give due weight to the suggestions of the officials.
2. the initiative for policy or legislation emanates from the administration. This is because of the fact that it is the administration which is in constant touch with the general public and in a better position to understand the difficulties that arise in the execution of legislation. He/she has therefore, to make suggestions and formulate proposals for removing those difficulties and in the process. If it is necessary, he/she would ask for amendments in the existing law or even for more laws. In such cases, policy proposals emanate from the administration, and legislature only puts its seal of approval on them.
3. on account of lack of time and knowledge, the legislature passes skeleton Acts and leaves its details to the administration. It is here that administration is most supreme in policy-making. In order to execute these acts, the administration frames rules, regulations and bye laws which are the major contribution to policy-making.
	* 1. **Basis for Policy Formulation**

Policy, from whatever source-legislature or administration, it might emanate, must be based on factual data and accurate information. To the legislature, it is the administration which supplies the necessary information. Broadly speaking, there are four ways through which the administration collects the necessary information;

1. **Internal Sources**: Every department is a Centre to through which periodic reports, returns, statement, accounts and various other materials from various field establishments flow. These reports and other materials are recorded and kept by the department for the reference whenever the need arises. Some departments engage specialized agencies for data collection in certain special areas. Various ministries in Zambia have made special arrangements and set up special machinery for gathering statistical data helpful for policy formation. The Central Statistics Office under Ministry of National Planning is working for the collection of information and statistics. The data so collected are properly processed, organized and interpreted to reveal certain facts essential for policy formulation.

1. **External Sources:** To supplement the internal data which may be insufficient, the administration takes to collecting information from external sources. It establishes contacts with private bodies, unions, associations, chambers, etc., in order to get a true picture of facts. Internal information is likely to be biased and hence, inaccurate and unreliable. It travels through the official channels and they agency reporting it, may not like to reveal all the fact. In Zambia, the government does consultation, and even tries to know the essence of public opinion through various labour unions, chambers of commerce, and other professional associations. Before any economic plan is actually approved, the draft outline is thrown open for discussion to various bodies all over the country. The suggestions received are duly considered and incorporated when approved.

1. **Special Investigation:** Special investigations may be conducted by the appointment of commissions and committees of enquiring to find out facts in respect of a particular matter or field. Such investigations are very useful for policy formulation as they provide the maximum thought in a particular field. Examples of such commissions/committees are numerous both in Zambia and abroad. The president after 2016 general election, His Excellence appointed a commission to investigate among other things violence that characterized the elections. The Royal Commissions appointed from time to time in England. These commissions have specific terms of references; they examine witnesses, both official and non-official and obtain facts and views which they convey to the government in the form of recommendations. These recommendations serve as the basis for policy-making and effecting reforms.
2. **Technical Policy**: It is a daily policy which is concerned with the systematic analysis of the administrative policy. According to Gladden (1953), “Technical policy is the policy worked out by the officials in operating the techniques of professional attitudes and moral”. In this sense, every official with discretion makes policy. In an effective administrative organisation, there will be wide dissemination of this form of policy-making. The greater the degree of discretion that can be delegated, the better. In this sphere, the problems of management, and particularly of staff relations, come in prominently for consideration. By means of an effective suggestion scheme, every member of the official body could be allowed to contribute his/her experience and knowledge in molding the policy, at modest level.
	* 1. **Agencies in the Government of Zambia which Participate in Policy Formation**

The Constitutional agencies and extra-constitutional agencies in the government of Zambia which participates in policy formulation are as follows:

1. The Law Development Commission
2. Local Government Commission
3. Departments of Budget and Planning. Advisory Bodies and consultative committees
4. Judiciary
5. Public Service commission

Extra-Constitutional Agencies:

1. Political Parties
2. Pressure Groups
3. Professional Associations such as Law Association of Zambia,
4. Zambia Medical Association.
5. The Press.



**Discussion**

Identify agencies in the Zambian government which Participates in Policy Formation.



* 1. **Summary**

Summarily, this unit explained that the Public policy is what public administrators implement. It is a course of action adopted and perused by government. Public policy analysis is the study of how government policies are made and implemented, and the application of available knowledge to those policies for the purpose of improving their formulation and implementation. Although policy may seem to be a decision of a particular body or department, in practice, however, the process is widespread all through the organization and the particular body announcing it is the link of a bug-chain of previous history of the matter. It is therefore, a collective activity, a cooperative endeavor and an effort in which many people participate.

* 1.  **Review Assessment**

**Activity**

Discuss the four principle policy ways through which the administration collects the necessary information in Zambia.

**Group Activity**



In groups of fives, discuss the formulation of policy in your institution

**CONGRATULATIONS**

Thank you for participating into this academic module that has helped us to recall some of the long forgotten issues concerning our administrative faculties in our everyday lives. I hope you enjoyed reading most of the topics in this module, kindly don’t just shelf it aside because the course is done. Let us continue to strive on for knowledge as lack of knowledge is likely to take us back to the stage of broken Hill man.

Thank you once more and May God bless you.

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