UNIT - I
MEANING OF PUBLIC ADMINISTRATION

Administer is an English word, which originated from the Latin word 'ad' and 'ministrare'. It means to serve or to manage. Administration means management of affairs, public or private.

Various definitions of Public Administration are as follows;

Prof. Woodrow Wilson, the pioneer of the social science of Public Administration says, in his book 'The study of Public Administration', published in 1887, "Public Administration is a detailed and systematic application of law."

According to L. D. White, "Public Administration consists of all those operations having for their purpose of the fulfillment of public policy as declared by authority."

Following thinkers have taken a broad view while defining Public Administration;

According to Simon, "Public Administration is the activities of the executive branches of the national, state, & local governments."

According to Willough, "Public Administration, in broadest sense, denotes the work involved in the actual conduct of governmental affairs, and in narrowest senses, denotes the operations of the administrative branch only."

According to Gullick, "Public Administration is that part of the science of administration which has to do with government and thus, concerns itself primarily with the executive branch where the work of the government is done."

According to Waldo, "Public Administration is the art and science of management as applied to the affairs of the state."

Marshall E. Dimock, "Administration is concerned with 'what' and 'How' of the government. What is the subject matter, the technical knowledge of a field which enables the administrator to perform his tasks. The 'How' is the technique of management according to which co-operative programmes are carried to success."

In short, public administration is the sum total of all the activities of organizations or groups that are directed towards the accomplishment of the interests of the general public.

NATURE OF PUBLIC ADMINISTRATION

There are two divergent views regarding the nature of Public Administration. These Views are:
   a) Integral View
   b) Managerial View

(a))Integral View

According to this view, public administration is the sum total of all the activities undertaken in pursuit of and in fulfilment of public policy. These activities include not only managerial and technical but also manual and clerical. Thus the activities of all persons from top to bottom constitute although they are of varying significance to running of administrative machinery. L.D. White shares this view. According to him, Public Administration consists of all those operations having for their purpose the fulfilment or enforcement of public policy. This definition covers a multitude of particular operations in many fields – the delivery of a letter, the public land, the negotiation of a treaty, the award of compensation to an injured workman, the removal of a litter from a park, and licensing the use of atomic energy. Similarly, Dimock holds that the administration is concerned with the 'what' and 'how' of the government. The 'what' is the subject matter, the technical knowledge of a field which enables the administration to perform his task. The 'how' is the technique of management,the principles according to which cooperative programmes are carried to success.

(b)Managerial View

Public administration, in this context, *encompasses* only the managerial activities and not the technical, clerical and manual activities, which are non-managerial in nature. Thus, administration, according to this view, constitutes the activities of only the top persons. Herbert Simon and Luther Gulick among others support this view. Administration, according to this view is same in *all* the spheres as the managerial techniques are same in all the fields of activities. Administration has to do with getting things done with the accomplishment of defined objectives.

SCOPE OF PUBLIC ADMINISTRATION

There is no unanimous opinion regarding the scope of public administration. There are two different views explaining the subject matter of public administration. They are POSDCORB views and subject matter views. Broadly speaking, Public Administration embraces the entire area and all the activity of the government. But by established usage the term has come to signify primarily the organisation, personnel, practices and procedures essential to the effective performance of the civilian functions entrusted to the executive branch of government. Public Administration is in fact the executive in action. It does not include the study of judicial or legislative administrations, although they too share in the implementation of public policy. We study in it the actual administration or the actual administrative machinery of the state.

POSDCORB View

Luther Gulick sums up the scope of the subject by the letters of the word POSDCORB' by which means: Planning, Organisation, Staffing, Direction, Co-ordinating, Reporting and Budgeting. Planning means working out in broad outline of the things to be done, the method to be adopted to accomplish the purpose. Organisation means the establishment of the formal structure of authority through which the work is sub- divided, arranged, defined and coordinated. Staffing means the recruitment and training of the personnel and their condition of work. Directing means making decisions and issuing orders and instructions. Co-ordinating means inter- relating the work of various divisions, sections and other parts of organisation. Reporting means informing the agency to whom the executive is responsible about what is

going on. Budgeting means fixed planning, control and accounting. According to Gullick, the POSDCORB activities are common to all organisations. They are the common problems of management, which are found in the different agencies regardless of the peculiar nature of the work they do. There are several thinkers who are of the opinion that the POSDCORB view of the scope of public administration overlooks the fact that different agencies are faced with different administrative problems, which are peculiar to the nature of the services, they render and the functions they perform. This view takes into consideration only the common techniques of administration and ignores the study of the 'subject matter' with which an agency is concerned.

The Subject Matter View

The subject matter view is more or less similar to the integral view of the nature of the public administration. According to this view public administration studies the sum total of the entire activities of the government; the executive, legislature and judiciary. Thus the scope of public administration is very wide. However, the POSDCORB view and subject matter view are not mutually exclusive, but complement each other. They together constitute the proper scope of the study of public administration. Thus Lewis Meriam rightly said, "Public administration is an instrument with two blades like a pair of scissors. One blade may be knowledge of the fields covered by POSDCORB; the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool."

Public Administration as a discipline consists of five branches:
   I.   Organisational theory and Behaviour
  II.   Public Personnel Administration
 III.   Public Financial Administration
  IV.   Comparative and Development Administration
   V.   Public Policy Analysis

The scope of public administration varies with people's expectations of what they should get from the government. Throughout the world, the demands made by the people upon governments have continually increased and in time to come they would further increase.

EVOLUTION OF PUBLIC ADMINISTRATION IN DEVELOPED AND DEVELOPING COUNTRIES

Public administration is as old as society and states themselves. It evolved as the agency of state which runs the administration of the country. However, conscious theorizing about it is, perhaps, less than a century old.

According to Woodrow Wilson, the late evolution of public administration was due to the fact that the Governments had passed through three Stages-the period of absolute rulers; the period of struggle for constitutionalism and popular control; and the period when on winning political battles, people started thinking about freedom and perfect machinery for democratic administration.

The first systematic writer on public administration was the American president Woodrow Wilson whose article entitled "The study of public administration" in the political

science quarterly in 1887 set the ball rolling for the study of public administration as a separate discipline.

In 1900, Frank Goodnow, in his influential work 'Politics and Administration', put forth the thesis that the fields of politics and administration were separate areas of public life and hence the two must be separate and public administration must study only the field of administration and the study of politics to political science which resulted in the development of permanent civil Service free from political influence.

Many later writers have attempted to reduce the scope of public administration in an attempt to provide focus to the study of modalities of policy implementation rather than policy formation," Introduction to the study of public administration ", by L.D White published in 1926 focused on the study of various principles of public administration and promoted further development public administration in the U.S. A. White has defined public administration as consisting of all those operations having for their purpose the fulfillment or enforcement of public policy.

The emphasis here is on the activities of the executive branch of the government L.D. White had the effect of directing the study of public administration towards the executive branch. Other prominent scholars like Luther Gullick and Herbert Simon also had the same opinion.

By 1939, public administration had made great strides in its development into a science and in that year the American society for public administration was formed with its quarterly journal, the Public Administration Review. The American society of Public administration provided a forum for the scholars and practitioners to meet together and exchange views which helped in the spread of theories, ideas and led to the development of science of public administration.

This development in the U.S.A was also aided by some management scholars who developed the scientific management movement in the country. The 'father' of the scientific Management Movement in the U.S.A was F. W. Taylor.

The Human Relations school of Elton mayo (to which school Herbert Simon belonged) contributed a human dimension to public administration which emphasized on the individual and his behavior in organizations. This development turned public administration from purely a mechanical study of the process of policy implementation as projected by Willoughby into a human subject interested in the role of the individual in the organization.

In the post war years, public administration changed its character and there was a change in its scope and methods of investigation. Till the end of World War II, the development of the science of public administration was confined to the U S A and Europe and most of the scholars and practitioners in the field studied the administrative systems of the USA or Europe and arrived at generalizations which they tried to apply to all countries. After World War II came to an end, there came about the independence of the colonies and the need for development of administrative systems suited to these colonies arose. Scholars, therefore,

found the need to arrive at generalizations in the field of public administration which would be applicable in these countries with diverse political, economic and social systems. Led by scholars like F.W. Riggs, Ferrel Heady, Gabriel A. Almond and others, the comparative public Administration came into being and it started the comparative study of systems of public administration, comparing the systems of different countries, developed, underdeveloped, and arriving at principles applicable across a broad range of countries.

The comparative public administration movement greatly broadened the study of public administration by emphasizing the development of principles of administration applicable across the board in different situations. It was a timely extension in the scope of the subject because it greatly helped the process of economic development in the developing countries of Asia and Africa and made the study of public administration truly universal.

The contribution of Ferrel Heady and F.W. Riggs in this area is important, because they provided the impetus needed for the extension of the scope of public administration. This led to the development of the comparative administration movement and the rise of Development Administration as an important part of the public administration. The modern view of public administration is that it is government-in-action.

UNIT - II
CHIEF EXECUTIVE

The executive is that branch of government which is charged with the execution of laws. It consists of various administrative agencies which are involved in the implementation of the laws. According to F.A. Nigro, "the executive branch of government in Public Administration is a truly visible form". The executive branch of the government includes the chief executive and the civil servants who execute the laws made by the legislature. Thus the role of the executive is of paramount importance. By 'chief executive', we mean the person or body of persons at the head of the administrative system of a country. The administrative hierarchy of a country resembles a pyramid, broad at the base and tapering off towards the top till it ends at a single point, the apex. The chief executive is at the apex of the administrative pyramid.

In a political system, the person or persons in whom the constitution vests the executive power of the government is the chief executive. In public or private organisations, the person who is at the top position with the major responsibility of carrying out the work of organisations is the chief executive. The chief executive has to perform various political and administrative functions. He occupies a central position in Public Administration. He determines the goals of the organisation, prepares plans, determines the tasks, fixes priorities, takes crucial decisions, mobilises resources, recruits personnel, coordinates the work of all the departments under him, motivates the personnel, provides leadership and supervises the implementation of plans. He sees that goals of organisation are achieved with maximum efficiency and optimum use of resources. The success or failure of an organisation, therefore, depends on the dynamic nature and character of the chief executive.

FUNCTIONS AND POWERS OF CHIEF EXECUTIVES

The chief executive, at any level has a dual role to play i.e. political as well as administrative.

Political Functions

The source of political power under democracy is primarily the people themselves and secondarily the legislature which is the representative body of the people. The chief executive obtains his office through the votes of his people. It means that the office of the chief executive is the end-result of a political process. For executive discharge of the duties of his office and proper working of the administration, the chief executive needs the support of the legislature and the people. Therefore, he must always work for winning the support of the legislature and the electorate.

The chief executive has to perform his activities by keeping in view the public interest as well as the interest of the nation. Administration cannot run smoothly unless there is interaction between the people and the administration. Thus, political management is one of the most important functions of the chief executive. Chief executive also exists at other levels e.g., in public organisations, private enterprises etc. At these levels too, the chief executive has an important political role to perform. In actual practice, the chief executive in a parliamentary

form of government performs many functions which the head or heads of the public or private organization perform.

The executive in a parliamentary system is controlled by the legislature and in an organisation is controlled by the Board of Directors. Even though, the chief executive in public organisations is not a result of political process. He has to interact with people, press etc., to run the organisation. He mobilises the efforts of the personnel to achieve organisational goals. This means that the political role of a chief executive is very crucial and he cannot avoid it, whether it is at the national level, state level or local levels. His political function of galvanising the entire administration to action in pursuit of the accepted goals and objectives and winning the people's support and consent thus assumes importance.
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Administrative Functions

The chief executive has *to* perform a number of administrative functions. Luther Culick sums up these functions in the acronym POSDCORR, which has been referred to in the earlier units. Marshall Unlock summarises these functions in one sentence: "He is a troubleshooter, a supervisor and a promoter of the future programme".

Formulation of Administrative Policy

One of the major functions of the chief executive is the determination and formulation of administrative policy. He issues a number of specific policy directions, written or oral, which enable the administrative officers to perform their duties in a proper manner. They actually serve as a guide to administration. The chief executive is consulted by the departmental heads and other administrative officers on certain important and controversial matters. His ability and personality has close bearing on administrative efficiency. The Legislature only enacts laws in general terms. The executive fills them with details to make them fit for application.

Deciding the Details of Organisation

The legislature provides for the establishment of main units of organisation, like departments, commissions and corporations for the implementation of various laws. But the details of internal organisation are to be filled in by the chief executive. The chief executive can create new administrative agencies or reorganise the existing ones. The chief executive also prescribes how the operating personnel shall perform certain or all of their duties. Thus the chief executive authorises the structure of the organisation.

Issuing Directives, Proclamations, Orders etc.

In order to make any decision really meaningful, it is necessary to convert it into effective action, which the chief executive achieves by directing. The chief executive issues directives, proclamations, orders etc. to make the administrative activities conform to the statutory provisions, directives, circulars etc. and to help in bringing about uniformity in the behaviour of people involved in the implementation of policies and programmes. The kind and number of directives, orders etc. issued by the chief executive sets up the tone of the administration to direct the personnel to start or stop or modify an activity.

Appointment and Removal of Personnel

It is the responsibility of the chief executive to see that the heads of different departments perform their duties sincerely and efficiently. Hence he also has the power to select the officers. In almost all the countries the chief executive makes appointments to higher offices. In India, all important appointments such as that of State Governors, Ambassadors, Chief Justice and Judges of the Supreme Court and State High Courts, the Attorney General, the Chairman and members of the Union Public Service Commission are made by the chief executive. Recruitment of administrators to other ranks is made by the Public Service Commission on the basis of competitive examinations. So even where the merit system of recruitment normally prevails, key appointments are made by the chief executive. In public and private organisations, key appointments are made by the chief executive. The recruitment of personnel is done under his supervision and with his due consent. The chief executive also has the power of dismissal of public servants, if he finds it necessary in the interests of administrative efficiency. Dismissals are subject to certain constitutional arrangements. In the removal of personnel of the lower cadre, he is guided by the Civil Service Rules. Coordination of Various Executive Activities Modern administration consists of various departments, commissions, divisions and sections; each performing a specialised part of the function. In order to create unity in this huge mass of diversified activities, a very high degree of coordination and integration is needed. The chief executive has to bring harmony, settle conflicts and guard against overlapping and duplication in administrative activities. For this, he may create inter-departmental committees and other coordinating agencies at various levels. Thus coordination is one of the most important functions of the chief executive. It is his foremost duty to see that numerous activities undertaken by several departments in implementation of a particular policy lead to fulfilment of administrative goals. Management of Finance is the duty of the chief executive to prepare the budget and submit it to the legislature for approval. He should make a full report regarding past operations and present conditions, and to make a statement regarding provisions made for meeting the revenue and expenditure needs of the government in the future. When the budget gets its approval by the legislature, it is again the duty of the chief executive to look for its proper execution and implementation.

Supervise, Control and Investigate the Administrative Operation

The chief executive has to see that the public business is carried on properly. He has to supervise the work and exercise control over the functioning of various administrative activities. He has to check the reports regarding the working of different departments. He has to issue instructions, 'warn' when the 'work is not being done properly and 'encourage' when it is running smoothly. He can also make enquiries to investigate any administrative matter and set up investigation committees for the purpose. In India, we have a Vigilance commission, Central Bureau of Investigation set up by the central government. These agencies help the chief executive in his supervisory functions.

Public Relations

Since Public Administration is ultimately responsible to the public, it has always to keep the people informed about the nature and purpose of its activities. For this reason, the chief executive functions as the spokesman of the administration by enunciating public policies and keeping the public informed on important major administrative decisions and actions from time to time. It is his responsibility to defend the administration when there is conflict between

administration and public. He maintains relations with the press, various interest groups, voters and the legislature.

Maintains a Proper System of Communication

The chief executive maintains a proper communication link between him and other departments of the organisation. For smooth functioning of any organisation, it is essential that information passes from superior to the subordinates and vice-versa in an understandable and clear manner. The chief executive has to facilitate effective interaction among organisation members to enforce proper communication between the personnel.

As a Leader

The chief executive provides leadership in the organisation. He should inspire the entire administrative machinery to work harmoniously for the fulfilment of organisational goals. He should motivate the personnel and try to inculcate ideas of hard work, loyalty, quality and high rate of productivity among the people engaged in implementation of goals. The leader must also carefully assess the feelings, aspirations and style of working of the personnel. His role as a leader is most crucial in administration as it affects the entire atmosphere in which administrative machinery functions. As a leader, he must prevent hasty judgments and haphazard actions, facilitate control, encourage innovative thought and creativity and minimise uncertainty and cost in the organisation.

DEPARTMENT AS FUNDAMENTAL UNITS OF ADMINISTRATION

Departments are the fundamental unit of administrative organizations and carry out all the functions. There are different shortcoming, and problems associated with this structure as well but before we delve into that, we shall make an attempt to understand the basic principles on which the organization of departments is based.

The organization of departments is based on four principles:
The Financial Principle:

When the administrative business is organized on the basis of the nature of function or the purpose of the work, then it is known as the financial principle. An example is the creation of a Department of Commerce to regulate the trade and commerce within the country.

The Process Principle:

When the organization of business is done on the basis of the process of the nature of activity. This principle is also called the Professional Principle, basically the business transactions are carried out based on the target profession, like the Law Department or the Health Department for legal and medical activities of the government.

Clientele or Commodity Principle:

In this case, the business of an organization is based on the set of people for whom its services are meant for, or its clients. For e.g. the Department of Scheduled Castes and Tribes.

Geographical Principle:

As the name suggests, it has the geographical area as its basis to determine the organization of business.

The above mentioned principles are not the sole criteria for the basis of organizations, aspects like traditions and history also play a role. Generally, the governments look at a combination of one or more principles and considerations to base the departments on. The most relevant however has been the functional principle or the Scientific Principle of Organization. With increase in specialization of functions, it only makes sense to have organizations based on them. Let us read about some of the features of this principle:

Specialization of functions and division of labor are two important aspects. Economical and efficient administration with speedy decision making, expedient in approach Concentration of the responsibility and power in the hands of a single individual usually the head thus ensuring appropriate accountability. The departments are further divided into divisions which is the vertical division based on the broader functions to be performed by the department. The horizontal division is done for other specific activities to be carried out under that division.

The horizontal method of dividing the work within the organization is preferred in comparison to the vertical segregation. The arguments given for the same are:
It helps achieve specialization and ensures the prevention of duplicity of work
It makes delegation easy and therefore eases out the workload of the Head of the Department

It also helps the HOD focus on supervision and control rather than bothering about minor details thus saving his time and effort.The departments are generally divided into two divisions the division of Primary Activities and the Division of Secondary or Institutional Activities,

Public Enterprise
Public enterprise, a business organization wholly or partly owned by the state and controlled through a public authority. Some public enterprises are placed under public ownership because, for social reasons, it is thought the service or product should be provided by a state monopoly. Utilities (gas, electricity, etc.), broadcasting, telecommunications, and certain forms of transport are examples of this kind of public enterprise.Although the provision of these services by public enterprises is a common practice in Europe and elsewhere, in the United States private companies are generally allowed to provide such services subject to strict legal regulations.

In some countries, industries such as railways, coal mining, steel, banking, and insurance have been nationalized for ideological reasons, while another group, such as armaments and aircraft manufacture, have been brought into the public sector for strategic reasons.

In communist countries, most forms of production, commerce, and finance belong to the state; in many newly independent and less-developed countries, there is a very large public-enterprise sector.

UNIT - III
PRINCIPLES OF ORGANIZATION

Principles of organization are a set of principles, which determines the existence and functioning of organization. The early theory on management and organization, in the early 20th, spoke of Principles of Efficiency**.** "Thinking is seeing," said he one day, carried away by some objection raised as to the first principles of our organisation."Every human science is based on deduction, which is a slow process of seeing by which we work up from the effect to the cause; or, in a wider sense, all poetry like every work of art proceeds from a swift vision of things."

The unremitting division of labour resulted in admirable levels of productivity. The company's success appeared to bear out the principles of efficiency laid down at the turn of the twentieth century by the Italian economist Vilfredo Pareto, who theorized that a society would grow wealthy to the extent that its members forfeited general knowledge in favour of fostering individual ability in narrowly constricted fields.

In an ideal Paretan economy, jobs would be ever more finely subdivided to allow for the accumulation of complex skills, which would then be traded among workers. But however great the economic advantages of segmenting the elements of an afternoon's work into a range of forty-year-long careers, there was reason to wonder about the unintended side effects of doing so.

Alain de Botton, *The Pleasures and Sorrows of Work* describing a biscuit manufacturer in Every organization evaluates favorably conformity to its own norms. Technology was the first attempt in the history of science to arrive at a systematic formulation of the principles of organization operating in living and nonliving systems.

The principles of Efficiency were first applied to war by Moltke. Result - the conquest of France in seven weeks.

Second, they were applied to manufacturing by Taylor, Emerson, and others. Result is lower costs, higher profits, higher wages, and nearly twice the output.

Third, they were applied to the Ordinance Department of the U. S. Government. Result is the official approval of the Government

According to Taylor, the principles of Efficiency are:
1. Science, not rule of thumb.
2. Harmony, not discord.
3. Cooperation, not competition.
4. Maximum output, not restricted output.
5. The development of each man to his greatest efficiency and prosperity.

While later in the 20th century, theory started to speak of management and organization, the scientific management movement spoke of management and efficiency. In a way the listed principles of efficiency are a listing of principles of organization.

The principles of organization — hierarchical structure, authority, unity of command, task specialization, division of staff and line, span of control, equality of responsibility and

authority, etc. — comprise a logically persuasive set of assumptions which have had a profound influence upon managerial behavior.

Hierarchy

The literal meaning of hierarchy is the rule of control of the higher over the lower. Hierarchy means a graded organisation of several successive levels in which one of the lower levels is immediately subordinate to the next higher one and through it to the other higher steps right up to the top. The shape of the administrative structure is that of a pyramid. Mooney and Reily call it the scalar process. They say "a scale means a series of steps something graded. In organization, it means the grading of duties not according to different functions, but according to degrees of authority and corresponding responsibility. The basic features of the hierarchical structure are:

a. A person will have only one immediate superior from whom he will receive orders.
b. A person will not receive orders from lower status.
c. No intermediate level shall be skipped over in the dealing of the people at the top with those lower level or vice versa.
d. A person who is given responsibility for a task will have authority commensurate with this responsibility.

From the above features it is clear that in the scalar system, authority command and control descends from the top to the bottom step by step. The secretary of the department will deal with the joint secretary who in turn shall deal with the deputy secretary who further shall deal with the under secretary. The under secretary shall further deal with the section officer who in turn deals with assistants, clerks etc. Similarly, the upward communication shall also be exactly the same when a section officer deals with higher officers.

L D. White narrates the basic functions of hierarchy. According to him it's primarily the channel of command. It is the principal channel of communication downward and upward along with the flow of information, advice, specific instructions, warnings and commands. It is the channel for the delegation of authority.

Span of Control

By span of control means the number of subordinates, which a superior officer can effectively supervise, direct and control. Span of control is simply the number of subordinates or the units of work that an administrator can personally direct. In the words of Dimock, " The span of control is the number and range of direct, habitual communication contacts between the chief executive of an enterprise and his principal fellow officers. V.A. Graicunas described this concept as related to the principle of "span of attention". There are limits to human capacity; and if the span of supervision extended too thinly, unsatisfactory results occur. There are some who limit it to 3 persons; others put at 7; and still others restrict it to 20. The problem of fixing the number of subordinates is a problem of the span of control and is related to the psychological problem of the span of attention. In fact nobody can attend to more than a certain number of things or persons. It means the span of attention is limited.

There are several factors, which are determinants of the degree of span of control. They are the nature of work, leadership, age of agency and the location of the organisational units. If the nature of work is of homogenous character, the span of control is more than if the work is

of heterogeneous character. Again the span of control increases or decreases depending upon the qualities of the supervisor. Supervisor is more easy and the span of control increases if the organisation has been long in existence. Moreover, supervision becomes easier when the subordinates work under the same roof where the supervisor sits.

Unity of Command

Unity of command means that no individual employee should be subject to the orders of more than one immediate superior. Thus it means that each individual employee shall have only one man as his superior and shall receive orders only from him. If he gets orders from more than one officer it may be difficult for him to discharge his duties. Responsibility can be fixed only if we know where the authority rests and this is not possible if the authority stands divided. Absence of conflict in orders, exercise of effective supervision over the employee and clear fixation of responsibility are the advantages of unity of command. In the words of PfiffnerandPresthus, " The concept of unity of command requires that every member of an organisation should report to one, and only one leader". According to Fayol, unity of command means "an employee should receive orders from one superior only". It is a fact that in practise we find significant exceptions to these principles. It is usually seen that an individual employee is subject to a dual command. This can be seen more in the professional fields. There one gets orders not only from the administrative side but also from the professional side. For e.g. a doctor employed in a local body is under the administrative control of the chairman of the local body. At the same time professionally he is under the control of the director of public health.Unity of command has been seriously affected by the increasing number and growing influence of Staff and Auxiliary agencies. The fact that the agencies are manned by experts has added their growing significance. Defenders of the principle of unity of command have tried to save it by pointing out that the technical experts in public administration do not really exercise independent authority and control. They are of the opinion that they work only as advisors. It is also argued that its violation does not occur when an employee receives orders from more than one superior in one and same matter.

Centralization and Decentralization*in*Administration

All over the world, diverse countries are implementing programs of decentralization as a means of promoting both democratic and developmental objectives. Unfortunately, however, scholarship has yet to offer a comprehensive framework within which to assess and reform central-local relations.

It seeks to overcome the "division of labor" that has long separated analyses of administrative and political structures, and to provide stronger conceptual vocabulary for describing and analyzing the complexities of centralization and decentralization in both administration and politics. After developing two distinct continua of administrative and political centralization/decentralization, the paper then combines them in a single matrix able to highlight the wide range of strategies and outcomes that emerge from the complex interplay of the two spheres. Depending on where a country lies within the matrix, it is argued, strategies of decentralization may do more harm than good. Strategies of devolution are especially problematic in settings with strong local bosses, and should never be attempted without careful analysis of the pre existing character of central-local ties.

The several suggestions and recommendations of numerous committees and subcommittees failed in accomplishing the desired form of PRI"s. All the remedies for the revival and re- strengthening of the panchayati raj system were exhausted. Meanwhile the

course suggested by L M Singhvi and Thungan committee to confer constitutional status to PRI"s gained momentum, especially in late 1980"s.

As a result, the 64th amendment bill to the constitution was drafted by the ministry of rural development and was presented by the parliament on 15th may 1989. LokSabha passed the bill, but it could not be passed in RajyaSabha, for its objectionable provisions which were: (a) a rigid three tier system, (b) entrustment of elections to the EC of India and (c) audit by the CAG. Yet another reason for its opposition was that it overlooked the states and was seen as a deliberate effort of the center to intervene in state legislative jurisdiction. In 1990 the national front government also initiated an effort in this direction that collapsed due to governments" dissolution.

It was observed that the PRIs had not been able to acquire the status and dignity of viable and responsive people's bodies In spite of a number of committees being appointed to suggest ways and means to revitalize panchayati raj institutions due to variety of reasons in the light of the experience of the last forty years, it was apparently observed that the state governments view the panchayats with suspicion and have only added to their decline". With the constitution of the 10th LokSabha and formation of the new government, the 73rd constitutional amendment bill, after dropping out the controversial provisions of 64th amendment

Structure of Organisation

Organisation structure is the system of task, reporting, and authority relationships within which the work of the organisation is done. Thus, structure defines the form and function of the organisation's activities. Structure also defines how the parts of an organisation fit together, as is evident from an organisation chart. The purpose of an organisation's structure is to order and coordinate the actions of employees to achieve organisational goals. The premise of organised effort is that people can accomplish more by working together than they can separately. The work must be coordinated properly, however, if the potential gains of collective effort are to be realised. The structure must identify the various tasks or processes necessary for the organisation to reach its goals. The structure must combine and coordinate the divided tasks to achieve a desired level of output. The more interdependent the divided tasks, the more coordination is required. Every organisation structure addresses these two fundamental requirements. The various ways they do so are what make one organisation structure different from another. Organisation structure can be analysed in three ways. First, we can examine its configuration, or its size and shape as depicted on an organisation chart. Second, we can analyse its operational aspects or characteristics, such as separation of specialised tasks, rules and procedures, and decision-making. Finally, we can examine responsibility and authority within the organisation.

73rd constitutional amendments

The Constitution 73rd Amendment Act, 1992 came into effect from 24th April 1993. No one disputes that it is a historic legislation. The basic question arises as to what was the basic spirit behind this legislation? Was it limited to the passing of conformity acts and endowing panchayats with some administrative and financial powers or to make them genuine

institutions for participatory self-government? The emphasis has been so far on the former, which has made panchayats mere implementing agencies of central and state schemes, passed on to them, with funds. The basic objective of the democratic decentralization through reactivation of the Panchayati Raj system was to realize Gandhiji's Concept of " Swarajya

Features of 73rd Constitutional Amendment

➢ Part IX has been inserted immediately after 'Part VIII' of the Constitution and after the 'Tenth Schedule' of the Constitution, ' Eleventh Schedule ' has been added (Article 243G) which gives the detailed list of functions to be performed by PRIs. Panchayats shall be constituted in every state at the village, intermediate and district levels, thus bringing about uniformity in the PR structure. However, the states having a population not exceeding 20 lakh have been given the option of not having any Panchayat at the intermediate level.

➢ While the elections in respect of all the members to Panchayats at the level will be direct, the election in respect of the post of the Chairman at the intermediate and district level will be indirect. The mode of election of Chairman to the village level has been left to the State Government to decide. All members including the chairperson shall have the right to vote.

➢ Reservation of seats for SC/STs has been provided in proportion to their population at each level. Not less than one-third of the total membership has been reserved for women (in both reserved and general category) and these seats may be allotted by rotation to different constituencies in a Panchayat. Similar reservations have been made in respect of the office of the chairperson also.

➢ A uniform term of five years has been provided for the PRIs and in the event of dissolution or super session, election to constitute the body should be completed before the expiry of six months from the date of dissolution. If the remainder period is less than six months, fresh elections may not be necessary. Panchayat constituted upon dissolution may continue for the remainder of the

➢ With a view to ensuring continuity, it has been provided in the Act that all the Panchayats existing immediately before the commencement of this Amendment Act will continue till the expiry of their duration unless dissolved by a resolution to that effect passed by the State Legislatures concerned or any law relating to the panchayats which before the amendment came into force, not inconsistent with its provisions shall continue, unless amended or repealed.

➢ There shall be an Election Commission for the conduct of all elections to the panchayats consisting of a State Election Commissioner to be appointed by the State Government. It shall also be in charge of superintendence, direction and control of the preparation of electoral rolls.

➢ The State Legislature has been given the power to authorise the Panchayats to levy, collect and appropriate suitable local taxes and also provide for making grants-in-aid to the Panchayats from the consolidated fund of the concerned state.

➢ A State Finance Commission has to be constituted once in every five years to review the financial position of the Panchayat and to make suitable recommendations to the Governor as to the principles which should govern the distribution between the state

and the panchayats of revenue, whether net proceeds of the taxes, duties, tolls, and fees leviable by the state or grants in aid and recommend measures to strengthen the financial position of the panchayat bodies and deliberate on any other matter referred to it by the Governor. The Constitution 73 rdamendment act adds a sub clause (b) to Article 280 of the Constitution. According to this sub clause, the Central Finance Commission, in addition to other stipulated duties, shall also make recommendations to the President regarding the measures needed to augment the then Consolidated Fund of a State to supplement the resources of the Panchayats in the State on the basis of the recommendations made by the Finance Commission of the State (Bajpai and Verma, 1995).

➢ The State Legislatures should bring in necessary amendments to their Panchayat Acts within a maximum period of one year from the Commencement of this Amendment Act so as to conform to the provision contained in the Constitution.

Features of 74th Constitutional Amendment

The 74th amendment also lays down the structure of urban local bodies; provides for their regular, free and fair elections; makes provision for reservation of seats for SC, ST and OBCs; fixes their term to five years; protects them against arbitrary dissolution, specifies their powers and responsibilities; and attempts to strengthen the fiscal base of the urban local bodies. It does two more things, which are not to be found in the 73rd amendment; that is that, besides elected, it also provides for nominated members for decentralised planning. In the 43rd year of the Republic of India, 1992 the Constitution (74th Amendment) was passed which came into force on 1st June 1993. Two important Committees, namely (1) Committee for District Planning (Article 243ZD, (DPC) and Committee for Metropolitan Planning (Article 243 (MPC) have been constituted.

The features are discussed below:

➢ Constitutional status has been accorded to Urban Local Government bodies. Three tier structure has been envisaged, whereby there would be municipal corporations, for larger areas, municipal councils for smaller areas, and nagarpanchayats for villages in transition to becoming towns. Since, "Local Government" is a state subject, the state legislatures have been left within their powers to define the details of the powers and functions of different units of urban government institutions whose broad outline only has been drawn by the Parliament.

➢ Direct election to these Municipal bodies by the people in the manner as the elections are held for the LokSabha and State Assemblies has been provided. For the purpose of elections, the Municipal elections are to be conducted by the State Election Commission.

➢ Reservation of one-third of seats for women including women belonging to Scheduled Castes and Scheduled Tribes is ensured.

➢ The State Finance Commission would ensure financial viability of the Municipalities. Municipal funds have been augmented through taxes, tolls, duties and fees, grants-in aid.

➢ Urban municipal institutions of self-government have been endowed with power and authority to formulate and implement schemes for economic development and social justice on 18 subjects.

➢ Developmental Committees, namely, (DPC) and Metropolitan Planning Committees have been constituted. Thus, planning in India has been decentralised up to the grassroots level.

➢ For better proximity with citizens, wards committees have been constituted.

➢ The 74th CAA and also the 73rd CAA (on Panchayats) have created local self government institutions throughout rural and urban India with powers (29 for rural and 18 for urban) delineated, devolution, deliberative and executive wings of government created, authority and responsibilities defined, developmental committees (DPC, MPC) and Finance Commission constituted; and within each Municipality, Wards Committees and Zonal Committees have been constituted.

UNIT – IV
MANAGEMENT ISSUES

PARTICIPATE MANAGEMENT

Participatory management is the practice of empowering members of a group, such as employees of a company or citizens of a community, to participate in organizational decision making.It is used as an alternative to traditional vertical management structures, which has shown to be less effective as participants are growing less interested in their leader's expectations due to a lack of recognition of the participant's effort or opinion. This practice grew out of the human relations movement in the 1920s, and is based on some of the principles discovered by scholars doing research in management and organization studies, most notably the Hawthorne Experiments that led to the Hawthorne effect. While group leaders still retain final decision-making authority when participatory management is practiced, participants are encouraged to voice their opinions about their current environment. In the workplace, this concept is sometimes considered industrial democracy. In the 1990s, participatory management was revived in a different form through advocacy of organizational learning practices, particularly by clients and students of Peter Senge.

Theory

The participatory management model or at least techniques for systematically sharing authority emphasize concerns with the delegation of decision making authority to employees. Participatory management has cut across many disciplines such as public administration, urban planning, and public policy making. In theory, the model does much more than recognize that employees ought to be able to recommend changes or course of action, but rather reflect a belief that authority should be transferred to and shared with employees. The belief in this theory stems from understanding what the culture of an organization or institution represents. Conceptually, organizational culture is thought to represent a symbolic and ideal system composed of and norms implemented by its founders, then shared and reflected to influence behavior of its members or employees in the institution. The culture of the organization or institution is in turn used to guide the meaning of the organization's work.

Shifting to and implementation

Shifting the paradigm from classical management to participatory management requires a collaborative consensus as an organization or institution with communication, inclusion, transparency and development.

Creating and sustaining an adaptive capacity for ongoing problem solving with an emphasis on social and transformative learning through trust, sustained engagement, and relationship development are important factors when contributing to the overall success or failure of participatory management. Fostering a comfortable environment for employees by creating transparency and building new relationships supports broad participation in ongoing planning, implementation, and evaluations which sustains diverse participation in managing expectations and actions with a collective understanding of goals and outcomes.

PLANNING COMMISSION

The Planning Commission was an institution in the Government of India, which formulated India's Five-Year Plans, among other functions. In his first Independence Day

speech in 2014, Prime Minister NarendraModi announced his intention to dissolve the Planning Commission. It has since been replaced by a new institution named NITI Aayog.

Objectives

➢ To make an assessment in the material, capital and human resources of India, including technical personnel, and investigate the possibilities of augmenting those are related resources which are found.
➢ To formulate a plan for the most effective and balanced utilisation of a country's resources.
➢ To define the stages, on the basis of priority, in which the plan should be carried out and propose the allocation of resources for the due completion of each stage.

Structure of the Commission

➢ The composition of the Commission underwent considerable changes since its initiation. With the Prime Minister as the *ex officio* Chairman, the committee had a nominated Deputy Chairman, with the rank of a full Cabinet Minister.

➢ Cabinet Ministers with certain important portfolios acted as *ex officio* members of the Commission, while the full-time members were experts in various fields like economics, industry, science and general administration.

NIDHI AYOG

On 29 May 2014, the Independent Evaluation Office submitted an assessment report to Prime Minister NarendraModi with the recommendation to replace the Planning Commission with a "control commission." On 13 August 2014, the Union Cabinet scrapped the Planning Commission, to be replaced with a diluted version of the National Advisory Council(NAC) of India. On 1 January 2015, a Cabinet resolution was passed to replace the Planning Commission with the newly formed NITI Aayog

OBJECTIVES

➢ To evolve a shared vision of national development priorities, sectors, and strategies with the active involvement of States in the light of national objectives.
➢ To foster cooperative federalism through structured support initiatives and mechanisms with the States on a continuous basis, recognizing that strong States make a strong nation.

NITI Aayog has started a new initiative on the advice of Prime Minister NarendraModi called NITI Lectures: Transforming India. The aim of this initiative is to invite globally reputed policy makers, experts, administrators to India to share their knowledge, expertise, experience in policy making and good governance with Indian counterparts. This initiative will be a series of lectures started with the first lecture delivered by Deputy Prime Minister of Singapore Mr. TharmanShanmugaratnam.

INITIATIVES

NITI Aayog has taken initiative on Block chain usages in E-governance and has conceptualized the tech stack as 'India Chain'. IndiaChain is the name given to NitiAayog's ambitious project to develop a nation-wide blockchain network. The vision is to link India Chain with India Stack, the digital infrastructure that forms the backbone of the Aadhar project.

MEMBERS

The NITI Aayog comprises the following:

The Prime Minister as the Chairperson.A Governing Council composed of Chief Ministers of all the States and Union territories with Legislatures and lieutenant governors of Union Territories(except Delhi and Pondicherry)

NATIONAL DEVELOPMENT COUNCIL

The National Development Council (NDC) or RashtriyaVikasParishad is the apex body for decision creating and deliberations on development matters in India, presided over by the Prime Minister. It was set up on 6 August 1952 to strengthen and mobilize the effort and resources of the nation in support of the Five Year Plans made by the Planning Commission, to promote common economic policies in all vital spheres, and to ensure the balanced and rapid development of all parts of the country.

The first meeting was chaired by Prime Minister, Jawaharlal Nehru on 8–9 November 1952. So far 57 meetings had been held. The 57th Meeting of the National Development Council was held on 27 December 2012 at VidhanBhavan, New Delhi.

OBJECTIVES

It has been set up with main objectives
  - ➢ To secure cooperation of the states in the execution of the plan.
  - ➢ To strengthen and mobilize the effort and resources of the nation in support of the Plan

FUNCTIONS

The functions of the Council are

  - ➢ To prescribe guidelines for the formulation of the National Plan, including the assessment of resources for the Plan;
  - ➢ To consider the National Plan as formulated by the NITI Aayog;

COUNCIL

The National Development Council is presided over by the Prime Minister of India and includes all Union Ministers, Chief Ministers of all the States and Administrators of Union Territories and Members of the NITI Aayog. Ministers of State with independent charge are also invited to the deliberations of the Council.

FINANCE COMMISSION

Since the institution of the First Finance Commission, stark changes in the macroeconomic situation of the Indian economy have led to major changes in the Finance Commission's recommendations over the years. There have been fifteen commissions to date.

The most recent was constituted in 2017 and is chaired by N. K.Singh, a former member of the Planning Commission.

As a federal nation, India suffers from both vertical and horizontal fiscal imbalances. Vertical imbalances between the central and state governments result from states incurring expenditures disproportionate to their sources of revenue, in the process of fulfilling their responsibilities. However, states are better able to gauge the needs and concerns of their inhabitants and therefore more efficient at addressing them. Horizontal imbalances among state governments result from differing historical backgrounds or resource endowments, and can widen over time.

The Finance Commission was established in 1951 by Dr. B.R. Ambedkar, the then-incumbent law minister, to address these imbalances. Several provisions to bridge the fiscal gap between the Centre and the States were already enshrined in the Constitution of India, including Article 268, which facilitates levy of duties by the Centre but equips the States to collect and retain the same. Similarly, Articles 269, 270, 275, 282 and 293, among others, specify ways and means of sharing resources between the Union and States. In addition to the above provisions, the finance commission serves as an institutional framework to facilitate Centre-State Transfers.Article 280 of the Indian Constitution defines the scope of the commission: The President will constitute a finance commission within two years from the commencement of the Constitution and thereafter at the end of every fifth year or earlier, as the deemed necessary by him/her, which shall include a chairman and four other members.

FUNCTION
1. Distribution of net proceeds of taxes between Center and the States, to be divided as per their respective contributions to the taxes.
2. Determine factors governing Grants-in-Aid to the states and the magnitude of the same.
3. To make recommendations to the president as to the measures needed to augment the
4. Fund of a State to supplement the resources of the panchayats and municipalities in the state on the basis of the recommendations made by the finance commission of the state.
5. Any other matter related to it by the president in the interest of sound finance.
6. A finance commission is an autonomous body which is governed by the government of India.

The Finance Commission (Miscellaneous Provisions) Act, 1951 was passed to give a structured format to the finance commission and to bring it to par with world standards, by laying down rules for the qualification and disqualification of members of the commission, and for their appointment, term, eligibility and powers.

Qualifications of the members
The Chairman of a finance commission is selected from people with experience of public affairs. The other four members are selected from people who: judges of a high court,Have knowledge of government finances or accounts, orHave had experience in administration and financial expertise; orHave special knowledge of economics.

Disqualification from being a member of the commission

A member may be disqualified if:

➢ He is mentally unsound; and as follows-

➢ He is an undercharged insolvent;

➢ He has been convicted of an immoral offence

14th Finance Commission

Major Recommendations of 14th Finance Commission headed by Prof. Y V Reddy

➢ The share of states in the net proceeds of the shareable Central taxes should be 42%. This is 10 percentage points higher than the recommendation of the 13th Finance Commission.

➢ Revenue deficit to be progressively reduced and eliminated.

➢ Fiscal deficit to be reduced to 3% of the GDP by 2017–18.

➢ A target of 62% of GDP for the combined debt of centre and states.

➢ The Medium Term Fiscal Plan (MTFP) should be reformed and made the statement of commitment rather than a statement of intent.

➢ FRBM Act needs to be amended to mention the nature of shocks which shall require targets relaxation.

➢ Both centre and states should conclude 'Grand Bargain' to implement the model Goods and Services Act (GST).

➢ Initiatives to reduce the number of Central Sponsored Schemes (CSS) and to restore the predominance of formula-based plan grants.

UNIT - V
ADMINISTRATIVE REFORMS COMMISSION

Hanumanthaiah became the chairman of the First Administrative Reforms Commission when Desai became the Deputy Prime Minister of India. The Second Administrative Reforms Commission (ARC) was constituted on 31 August 2005, as a Commission of Inquiry, under the Chairmanship of Veerappa Moily for preparing a detailed blueprint for revamping the public administrative system.

FIRST ADMINISTRATIVE REFORMS COMMISSION

The first ARC was constituted by the Ministry of Home Affairs under Government of India by resolution no. 40/3/65-AR(P) dated 5 January 1966, to examine the public administration of the country and make recommendations for reform and reorganization when necessary. The First Administrative Reforms Commission was initially chaired by Shri Morarji Desai and later on Shri K.Hanumanthaiah became its chairman. The other members of the commission were: Shri H.C.Mathur, Shri G.S. Pathak, Shri V.Shankar, member Secretary. The resolution has mentioned the composition of the ARC, the mandate of the commission and the procedures to be followed.

Mandate

The Commission was mandated to give consideration to the need for ensuring the highest standards of efficiency and integrity in the public services, and for making public administration a fit instrument for carrying out the social and economic policies of the Government and achieving social and economic goals of development, as also one which is responsive to the people. In particular, the Commission is to consider the following:

➢ The machinery of the Government of India and its procedures of work

➢ The machinery for planning at all levels

➢ Center-State relationships

➢ Financial administration

➢ Personnel administration

➢ Economic administration

➢ Administration at the State level

➢ District administration

SECOND ADMINISTRATIVE REFORM

The Second ARC was set up with a resolution no. K-11022/9/2004-RC of the Government of India as a committee of inquiry to prepare a detailed blueprint for revamping the public administration system.

Composition of the Second ARC
VeerappaMoily – Chairperson
V. Ramachandran – Member
Dr. A.P. Mukherjee – Member

Dr. A.H. Kalro – Member

Jayaprakash Narayan – Member

VineetaRai - Member-Secretary

VeerappaMoily resigned with effect from 1 April 2009. V. Ramachandran was appointed chairman. Jayaprakash Narayan resigned with effect from 1 September 2007.

Mandate

The Commission was given the mandate to suggest measures to achieve a proactive, responsive, accountable, sustainable and efficient administration for the country at all levels of the government. The Commission was asked to consider the following:

➢ Organisational structure of the Government of India
➢ Ethics in governance
➢ Refurbishing of Person

RIGHT TO INFORMATION ACT

Right to Information (RTI) is an act of the Parliament of India which sets out the rules and procedures regarding citizens' right to information. It replaced the former Freedom of Information Act, 2002. Under the provisions of RTI Act, any citizen of India may request information from a "public authority" (a body of Government or "instrumentality of State") which is required to reply expeditiously or within thirty days. In case of matter involving a petitioner's life and liberty.

SCOPE

The Act is applicable to the whole of India. Earlier, J&K Right to Information Act was in force in the state of Jammu and Kashmir. However, after the revocation of much of Article 370 of the Constitution of India, the Union Territory of Jammu and Kashmir (and also the Union Territory of Ladakh) came under the Central Act also. It covers all the constitutional authorities, including executive, legislature and judiciary; any institution or body established or constituted by an act of Parliament or a state legislature.

GOVERNANCE AND REFERENCE

The Right to information in India is governed by two major bodies.

Central Information Commission (CIC) – Chief Information commissioner who heads all the central departments and ministries- with their own public Information officers (PIO)s. CICs are directly under the President of India.

The Right to information in India has been mired with controversies ranging from their use in political battles, asking for educational degrees of political rivals, or cases of blatant refusals to provide information on high-profile projects to allegations of misuse by civil society.

DISASTER MANAGEMENT

Emergency management is the organization and management of the resources and responsibilities for dealing with all humanitarian aspects of emergencies (preparedness, response, mitigation, and recovery). The aim is to reduce the harmful effects of all hazards, including disasters. The World Health Organization defines an emergency as the state in which

normal procedures are interrupted, and immediate measures need to be taken to prevent that state turning into a disaster.

NATIONAL ORGANIZATION

Natural disasters are part of life in Australia. Heat waves have killed more Australians than any other type of natural disaster in the 20th century. Australia's emergency management processes embrace the concept of the prepared community. The principal government agency in achieving this is Emergency Management in Australia. Public Safety is Canada's national emergency management agency.

EMERGENCY PLANNING IDEALS

Emergency planning, a discipline of urban planning and design, first aims to prevent emergencies from occurring, and failing that, should develop a good action plan to mitigate the results and effects of any emergencies. As time goes on, and more data become available, usually through the study of emergencies as they occur, a plan should evolve. The development of emergency plans is a cyclical process, common to many risk management disciplines.

CONTEMPORARY CHALLENGES IN PUBLIC ADMINISTRATION
ISSUES OF PUBLIC ADMINISTRATION

The major issues of public administration is follows; Political Environment, Contracting, Technology, Social Equity and Transparency. Public Administration must deal with many issues as the political, social and economic face of the country changes. Because we are a citizen-centered society that ideally answers to the populace. Our public programs are funded by taxpayers. The administration of public programs requires attention to the ethics and culture of society.

Political Environment

In America, the two-party system has traditionally meant that Republicans want more state or locally-centered government and fewer programs while the Democratic Party favors more centralized government. Public program administrators must change policies to react to the positions of the party in power. The recent economic downturn plays a part in the shift between philosophies too because politicians are skittish about funding certain kinds of programs.

Contracting

Responding to a demand for more frugality in programs, administrators have turned to private contractors. That change has had the opposite effect in many cases. Services that are part of the governance tend to be more responsible toward its policies and limitations. Private contractors have tended to "play by other rules." This has resulted in a number of scandals like the Backwater issues in Iraq and, more recently.

Technology

Even if public services did not want to implement technology, they would have no choice. Every other sector has turned to data-oriented operations and public service and nonprofits must as well in order to interface with them. The issue is with organizational and personal security. In order to maintain a secure database someone must have the expertise to

administer the computer programs and that demands additional and more specialized personnel.

Social Equity

The challenge presented by this issue is to make public organizations representative of the social and cultural environment in which they exist. In simpler terms, public housing organizations in minority areas must include a proportionate number of minority members in the administration. That not only applies to racial issues, but to gender and to sexual orientation. However, organizations founded in this manner may encounter conflicts between members and cultural groups. In each case, while recognizing the rights of the majority, organizations must protect minorities.

Transparency

Hillary Clinton said in a debate that politicians must have a personal and a public opinion. That is, there are times when administrators of public programs act contrary to their own convictions for the good of the organization. There are also times when organizations are not forthcoming about some actions because programs deemed necessary would not be well received or understood by the public that is funding the organization. The trend toward transparency means that administrators must walk a thin line between full public disclosure and having some clandestine policies. This transparency also affects other issues like the contracting problems and the inclusion of minorities in appropriate numbers.

Of course there are other issues to be dealt with, but these are representative of the difficulties governments face in implementing civil programs for the benefit of the public. The face of Public Administration must always change to mirror the government and culture that houses it.