

Fundamentals *of* Public Administration

Prof. Dr. Rokshana Mili

Prof. Dr. Amir Mohammad Nasrullah



Academia Publishing House Ltd.



Fundamentals of Public Administration

By Professor Dr. Rokshana Mili, Professor Dr. Amir
Mohammad Nasrullah

Copyright © 2022 APL

Published in May 2022, Jaistho 1429, Shawal 1443

All rights reserved. No part of this book may be reproduced in any form, electronic or mechanical, including photocopy, recording or any information storage or retrieval system, without permission in writing from the publisher.

The views expressed in this book are entirely of the author and do not necessarily reflect the views of Academia Publishing House Ltd- APL.

Published by Academia Publishing House Limited- APL
253/254, Concord Emporium Shopping Complex, Elephant Road,
Kataban, Dhaka-1205, Bangladesh
Cell: +88000000000
E-mail: aplbooks2017@gmail.com

Price: BDT 550.00 US\$ 15

Printed in Bangladesh

ISBN:

CONTENTS

| | |
|--|------|
| <i>Notes from the Publisher</i> | xi |
| <i>Preface</i> | xiii |
| <i>Chapter One:</i> | |
| Public Administration: Elementary Issues | 2 |
| Introduction | 3 |
| Meaning and Definition of Public Administration | 3 |
| Defining 'Administration' | 4 |
| Defining 'Public Administration' | 5 |
| Scope of Public Administration | 9 |
| Scope of Public Administration as an Activity | 9 |
| Scope of Public Administration as a Discipline | 9 |
| Importance of Public Administration | 13 |
| Importance of Public Administration as a Specialized Subject | 13 |
| Importance of Public Administration as an Activity | 15 |
| Public Administration : Three Pillars | 18 |
| Philosophy of Administration | 19 |
| Approaches to the Study of Public Administration | 20 |
| Philosophical Approach | 20 |
| Legal Approach | 20 |
| Historical Approach | 21 |
| The Case Study Approach | 21 |
| Institutional and Structural Approach | 21 |
| Behavioral Approach | 21 |
| Mechanical Approach | 22 |
| Private and Public Administration | 22 |

| | |
|--|----|
| Public Administration in First and Third World | 27 |
| Public Administration : Islamic Point of View | 28 |
| Meaning and Nature of Administration in Islam | 29 |
| Special Features of Administration in Islam | 31 |
| Conclusion | 39 |
| Chapter Summery | 39 |
| <i>Chapter Two:</i> Intellectual Emergence of Public Administration | 42 |
| Introduction | 43 |
| The Origin of Public Administration: The Ancient Times | 43 |
| Evolution and Growth of Public Administration: Role of the Cameralist | 44 |
| Evolution of Public Administration as an Academic Discipline: The 5 Paradigm | 45 |
| Paradigm 1: Politics-Administration Dichotomy, 1887-1926 | 46 |
| Paradigm 2: The Principles Of Administration, 1927-1937 | 47 |
| The Challenge, 1938-1947 | 48 |
| Reaction to the Challenge, 1947-1950 | 49 |
| Paradigm 3: Public Administration as Political Science, 1950-1970 | 49 |
| Comparative and Development Administration | 51 |
| Paradigm 4: Public Administration as Management, 1956-1970 | 51 |
| The Impact of Management: Understanding ‘Public’ in Public Administration | 52 |
| The Forces of Separatism, 1965-1970 | 53 |
| Paradigm 5: Public Administration as Public Administration, 1970-? | 54 |
| Roots of Administration: Islamic Context | 55 |
| Growth of Public Administration in the Prophetic Era | 57 |
| Growth of Public Administration in the Caliphs Era | 58 |
| Conclusion | 59 |
| Chapter Summary | 59 |

| | | |
|--------------------------|---|--------|
| <i>Chapter Three:</i> | New Public Administration | 62 |
| | Introduction | 63 |
| | Growth and Emergence of New Public Administration | 63 |
| | The Honey Report on Higher Education for Public Service, 1967 | 64 |
| | Conference on the Theory and Practice of Public Administration, 1967 | 65 |
| | The Minnow brook Conference I, 1968 | 67 |
| | Features of New Public Administration | 68 |
| | Publication of Toward a New Public Administration : | |
| | The Minnowbrook Perspective and Public Administration in a Time of Turbulence in 1971 | 70 |
| | The Minnow brook Conference II, 1988 | 71 |
| | The Minnow brook Conference III, 2008 | 72 |
| | New Public Administration and Islamic Model of Public Administration | 74 |
| | Conclusion | 76 |
| | Chapter Summary | 76 |
| <i>Chapter Four:</i> | New Public Management | 80 |
| | Introduction | 81 |
| | Philosophy of New Public Management | 83 |
| | New Public Management : Meaning, Definition and Characteristics | 83 |
| | Important Elements of New Public Management | 86 |
| | Traditional Public Administration and New Public Management | 87 |
| | New Public Management : Theoretical Debate | 89 |
| | Application of NPM in Developed Countries: A Critical Analysis | 91 |
| | Application of NPM in Developing Countries: A Critical Analysis | 92 |
| | Application of NPM Reforms in Bangladesh | 93 |
| | New Public Management and the Islamic Worldview | 94 |
| | Identical Characteristics of NPM : Islamic and Western Perspectives | 97 |

| | | |
|----------------------|--|-----|
| | Implications of NPM in Public Sector Management : | |
| | Western and Islamic Context | 100 |
| | Conclusion | 104 |
| | Chapter Summary | 105 |
| <i>Chapter Five:</i> | Governance, Good Governance and Good Enough Governance | 108 |
| | Introduction | 109 |
| | From 'Government' to 'Governance': A Paradigm Shift | 109 |
| | Government and Governance: Comparative Concepts | 112 |
| | Contrasting Dimensions of Government and Governance | 114 |
| | Conceptual Definition of Governance and Government | 117 |
| | Governance | 117 |
| | Elements of Governance | 123 |
| | Good Governance | 125 |
| | Characteristics of Good Governance | 128 |
| | Constraints to Good Governance in South Asia | 132 |
| | From Good Governance to Good Enough Governance | 137 |
| | Good Humane Governance | 138 |
| | Good Enough Governance | 139 |
| | Good Enough Humane Governance | 139 |
| | Governance and Good Governance : Islamic Point of View | 141 |
| | Shari'atic Approach to Develop a Theory of Good Governance | 146 |
| | Conclusion | 151 |
| | Chapter Summary | 151 |
| <i>Chapter Six:</i> | The Dynamics of Organization | 156 |
| | Introduction | 157 |
| | Meaning and Definition of Organization | 157 |
| | Types of Organizations | 158 |
| | Formal Organization | 159 |
| | Characteristics of Formal Organizations | 159 |
| | Informal Organization | 160 |
| | Characteristics of The Informal Organization | 160 |

| | |
|---|-----|
| Bases of Administrative Organizations | 162 |
| Agencies of Administrative Organizations | 163 |
| Staff Agencies | 164 |
| Different Categories of Staff | 165 |
| Functions of Staff Agencies | 166 |
| Line Agency | 167 |
| Different Categories of Line | 168 |
| Distinction Between Staff And Line Agencies | 169 |
| Principles of Administrative Organizations | 170 |
| Hierarchy or the Scalar Process | 170 |
| Span of Control | 172 |
| Unity of Command | 173 |
| Delegation | 174 |
| Authority and Power | 176 |
| Integration Vs Disintegration | 177 |
| Centralization and Decentralization | 178 |
| Coordination | 181 |
| Accountability | 182 |
| Principles of Administrative Organizations: Islamic Point of View | 182 |
| Conclusion | 187 |
| Chapter Summary | 188 |
| <i>Chapter Seven:</i> Theories of Organization | 192 |
| Introduction | 193 |
| Models of Organization Theories | 193 |
| Theories of Organizations | 195 |
| A. Classical Organization Theories | 195 |
| I. Scientific Management | 195 |
| Ii. Administrative Management | 197 |
| Iii. Bureaucratic Theory | 200 |
| B. Neoclassical Theories | 203 |
| I. Elton Mayo's Human Relations Movement | 203 |
| Ii. Chester I. Barnard's Idea of Behavioral Science | 205 |
| Iii. Mary Parker Follett's Idea of Reciprocal Relationship | 207 |

| | | |
|-----------------------|--|-----|
| | Iv. Douglas McGregor's Idea of the Human Side of Enterprise | 209 |
| | V. George Frederickson's Idea of Social Equity | 210 |
| | C. Modern Theories | 211 |
| | I. Systems Theory | 212 |
| | Ii. Socio-Technical Systems Theory | 213 |
| | Iii. Contingency Approach | 214 |
| | A Theory of Administrative Organization: Islamic Point of View | 215 |
| | Assumptions of a Theory of Administrative Organization from Islamic Point of View | 216 |
| | Basic Principles of a Theory of Administrative Organization from Islamic Point of View | 216 |
| | Conclusion | 226 |
| | Chapter Summary | 226 |
| <i>Chapter Eight:</i> | Dynamics of Management | 230 |
| | Introduction | 231 |
| | Meaning and Definition Management | 231 |
| | Basic Features of Management | 232 |
| | Process of Management | 233 |
| | Values and Measuring Good Management | 234 |
| | Management From the World View of Islam | 236 |
| | Salient Features of Islamic Management | 236 |
| | Conclusion | 237 |
| | Chapter Summary | 237 |
| <i>Chapter Nine:</i> | Some Important Functions of Administrative Management | 240 |
| | Introduction | 241 |
| | A. Planning | 241 |
| | Meaning and Definition Planning | 242 |
| | Different Types of Plan | 242 |
| | Advantages of Planning | 243 |
| | Planning: Islamic Point of View | 245 |

| | |
|---|-----|
| Principles of Planning: Islamic Perspective | 245 |
| B. Organizing | 247 |
| Meaning and Definition Organizing | 247 |
| Main Principles of Organizing | 248 |
| Organizing from Islamic Perspective | 248 |
| C. Policy Making | 251 |
| Meaning and Definition Policy | 251 |
| Policy Making and Public Administration | 252 |
| Policy Making Process | 253 |
| D. Leadership | 255 |
| Meaning and Definition Leadership | 255 |
| Leadership Styles | 256 |
| Leadership Myths | 257 |
| Qualities of a Good Leader | 258 |
| Leadership: Islamic Point of View | 260 |
| Some Ethical Guidelines for Administrators | 263 |
| E. Motivation | 264 |
| Meaning and Definition Motivation | 264 |
| Importance of Motivation | 265 |
| A Model of Motivation | 266 |
| Motivation Theories | 267 |
| Motivation: Islamic Perspective | 273 |
| F. Decision Making | 274 |
| Meaning and Definition Decision Making | 275 |
| Models of Decision Making | 275 |
| Process of Decision Making | 276 |
| Biases in Decision Making | 277 |
| Problem of Rationality in Decision Making | 280 |
| Decision Making: Islamic Point of View | 281 |
| G. Communication | 283 |
| Meaning and Definition Communication | 284 |
| Types of Communication | 284 |
| The Process of Communication | 285 |
| Barriers to Communication | 288 |
| Communication : Islamic Point of View | 288 |
| Basic Principles of Communication in Islam | 289 |

| | |
|---------------------------------------|-----|
| H. Coordination | 293 |
| Meaning and Defining Coordination | 293 |
| Features of Coordination | 294 |
| Coordination and Cooperation | 294 |
| Types of Coordination | 294 |
| Coordination Techniques | 295 |
| Principles of Coordination | 295 |
| Problems of Communication | 296 |
| I. Controlling | 297 |
| Meaning and Definition of Controlling | 297 |
| Characteristics of Controlling | 297 |
| Controlling from Islamic Perspective | 297 |
| Conclusion | 299 |
| Chapter Summary | 300 |
| <i>References and Bibliography</i> | 309 |

Notes from the Publisher

Modern Knowledge (discipline) taught in universities all over the world are not value-neutral. These are basically product of western civilization that grew by divorcing ethics and morality from its epistemology. It has affected the Muslims' faith because of the underlying foundations of those disciplines. The best possible way to resolve the crisis is the integration at ontological, epistemological and axiological levels of knowledge. Since the Muslims were at the highest peak of knowledge and Islam had a great role in the history of world civilization, so the revival of Muslim thoughts and Islamic civilization is a must.

The four world conferences on Muslim education (1st conference on Muslim education; Concept & theory held in 1977 at Makkah, 2nd conference on development and curriculum in 1980 at Islamabad, 3rd conference on Textbook development in 1981 at Dhaka and 4th conference on Teaching methodology in 1982 at Jakarta) had played an important role to advocated the above mentioned vision and mission where the Muslim scholars, intellectuals and educationist were present from the world and contributed their level best. The OIC (Organization of Islamic Conferences) also had adopted all these recommendations by (which is known as Makkah declaration) its 3rd Islamic conference in 1981.

With the above mentioned objectives, the APL has planned to produced a series of text books on different disciplines of academia. The present book entitled 'Fundamentals of Public Administration' is an outcome of this endeavor.

The main objective of this book is to acquaint the students, teachers and practitioners of public administration both from western and Islamic perspective. The book has designed basically for the students, teachers and researchers of public administration courses taught at BSS and MSS programs in the public and private universities of Bangladesh. The book will particularly be useful as a text for the students of Chittagong University in the department of public administration having Course No- PA 101, the students of Islamic University, Kushtia in the department of politics and public administration having Course No - 102. This book will also be very useful for the training courses run by Bangladesh Public Administration Training Centre (BPATC), Bangladesh Civil Service Training Academy (BCS), GO's (Government Organizations) and NGO's (Non-government Organizations) concerned with public policy and management.

We would like to thank our authors, reviewers, editorial and publishing team without whose cooperation, this project could not have implemented.

Despite several readings, there may still be types and other mistakes in the work, for which we seek the readers' cooperation to correct those things in subsequent editions.

June 2020
Dhaka

Dr. M Abdul Aziz
Managing Director

Preface

As an academic discipline, public administration is one of the youngest branches in the field of social sciences. Public administration is considered government in practice. Hence, in this age globalization, public administration has got much importance with the expansion of different activities of the modern government. The effort of every government to provide social welfare has also added great significance of the subject. Consequently, it has rightly been described by the different writers that public administration is the heart of modern civilization. It has been considered essential to create harmony, maintain peace and stability in the society that is the main focus of public administration. The future of civilized government, therefore, rests upon the ability to develop practice of public administration competent to discharge the functions of modern society. The main aim to write this book is to provide the students, practitioners and the general readers a basic text book on public administration. The specialty of this book is that all the topics that have been discussed here included a brief discussion on those from the Islamic point of view. The intention is to give the readers a room to know public administration comparatively.

Public administration is a living and growing field. As a result, it is very difficult to be fully updated for any book on it. This present book can be of no exception to this handicap. The reader's indulgent is requested for such cases as might have become outmoded on account of the efflux of time. We do not claim for any great contribution to the fundamentals of public administration by this book. What we have done here is that we have tried to bring together the fundamentals such as principles and theories of public administration found widely scattered over the pages of numerous books, journals, research reports, web sources, and many other documents based on the syllabus of the public administration in the different universities of Bangladesh.

The book is divided into nine chapters. Chapter one includes, the very preliminary issues, such as, meaning and definition of public administration, scope of public administration, importance of public administration, the philosophy of administration, various approaches to study public administration, private and public administration, and public administration in the first and third world etc. Chapter two included the intellectual emergence of public administration as an academic discipline, such as, origin of public administration, Cameralist's role in the development of public administration, and five paradigms of the evolution of public administration as an academic discipline by Nicholas Henri, while chapter three, four and five discussed the recent trends in public administration, such as, new public administration; new public management; governance, good governance, good humane governance, good enough governance, and good enough humane governance. These chapters included a detail discussion on the emergence of New Public Administration, especially the

outcomes of Minnow brook Conferences; various aspects of New Public Management and its application to the developed and developing countries and various dimensions of governance and good governance. Chapter six and seven have dealt with the dynamics organization and theories of organizations. They specially included organization fundamentals, such as, nature of organizations: formal and informal; bases of organizations; agencies and principles of organizations; and theories of organizations such as classical, neo-classical and modern theories; while chapter eight and chapter nine have dealt with the dynamics and some important functions of management, such as, planning, organizing, policy making, leadership, motivation, decision making, communication, coordination and controlling. We hope that this book will be of useful and ideal text for the students of public administration, practitioners and concerned readers, as well, the students of other social science disciplines that have this course in their degree programs. Our effort will be successful if a reader gets benefit from this book.

We are grateful to the scholars whom we have followed and taken help for the purpose of writing this book. Mentionably, we have acknowledged them in the main text as well as in the reference and bibliography section of this book with due course.

Moreover, we would like to take all responsibilities for any mistake that might be crept in this book and inviting criticism, comment, and/or opinion from all concerned to update the book in the next edition.

Last not but least, we would like to thank the publisher and acknowledge the generous mental support of our family members without which it would be impossible to finish writing this book.

Dr. Begum Roksana Milli

Dr. Amir Mohammad Nasrullah

Chapter One

Public Administration: Elementary Issues

Learning Objectives

The principal learning objective of this chapter is to get an in depth understanding about the very primary issues of the concept public administration. The specific objectives of this chapter are :

- To learn the meaning and roots of administration so that one can understand the importance of public administration;*
- To learn the meaning and principles of administration from Islamic point of view.*

Key Terms: Administration, Public Administration, Private Administration, Administrative Philosophy, Approaches, Pillars

Chapter Outlines

- Meaning and definitions of administration and public administration;*
- Scope Importance and the pillars of public administration*
- Private and public administration; and*
- Public administration from Islamic point of view.*

Chapter Summary

Chapter Evaluation