

**PUBLIC ADMINISTRATION-1:  
CONCEPTS & THEORIES  
(DPAD1)  
(BA PUBLIC ADMINISTRATION)**



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## Lesson-01

# INTRODUCTION TO PUBLIC ADMINISTRATION

### 1.0 Objective:

1. Student would be able to know Public Administration and can able to define it.
2. Student would be able to understand views on managerial activities.
3. Student would be able to learn significance of Public Administration and Public Administration in Developing Countries.

### Structure:

- 1.0 Objective
- 1.1 Introduction
- 1.2 Public Administration: Meaning
- 1.3 Definitions
- 1.4 Nature of Public Administration
- 1.5 Characteristics of Public Administration
- 1.6 The Scope of Public Administration
  - 1.6.1 According to Integral View
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    - 1.9.8 Good Governance
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### 1.1 Introduction:

Public Administration consists of the activities undertaken by the Government to look after its people or to manage its affairs. The concept of Public Administration, seems pertinent to understand the meaning of the terms “public” and “administration” separately.

The word “public” stands for the people of a definite territory or state. As the will of the people of a state is represented by the government, the word “public” also connotes a specialized meaning, i.e., governmental. The English word “administer” is derived from the Latin words “ad” and “Ministrare” which means “To Serve”. Thus, in simple words

“administration” means the “management of affairs” or looking after the people. Woodrow Wilson is regarded as the father of the discipline of Public Administration.

## 1.2 Public Administration: Meaning:

Public Administration is the complex of Governmental activities that are undertaken in public interest at different levels such as the central, state and local level. It essentially deals with the, machinery and procedures of Government activities. It is a means by which the policy decisions are made by the political decision makers.

Public Administration is decision making, planning the work to be done, formulating objectives and goals, working with the legislature and citizens of organization to gain public support and funds for Government programmes, establishing and revising organization, directing and supervising employees, providing leadership, communicating and receiving communication, determining work methods and procedures, appraising performance, exercising control and other functions performed by government executives and supervisors. It is the action part of the Government, the means by which the purpose and goals of the Government are realized.

Public Administration translates the policy goals set by political decision makers, provides goods and services to people, and implements socio-economic development programmes for all round development of society.

With the emergence of democracy and the concept of modern welfare service of state, the governmental activities have increased by leaps and bounds. Initially, the Governmental activities were mainly limited to maintain the law and order, collection of revenue and protecting the citizens from external aggression. But, nowadays, the Government has to take care of its citizens from womb to tomb. It means the Government has to provide various goods and services to people from birth to death and even after that in the form of taking care of the family of deceased.

## 1.3 Definitions:

Public Administration as defined by a few scholars clarifies as to what the term conveys.

According to **Woodrow Wilson**, “Public Administration is the detailed and systematic execution of Law. Every particular application of a law is an act of administration”.

According to **L.D.White**, “Public Administration consists of all those operations having for the purpose of fulfillment or enforcement of public policies as declared by competent authority”.

According to **Mc Queen**, “Public Administration is the administration related to the operation of the Government whether Local or Central”.

According to **Marshal E. Dimock**, “Public Administration is concerned with ‘what’ and ‘how’ of the Government. The ‘what’ is the subject –matter, the technical knowhow of a field which enables the administrator to the technical know-how of a field which enables the administrator to perform his tasks. The “how” is the technique of management, the principles according to which co-operative programmes are carried to success. Each is indispensable, together they form the synthesis called administration”.

According to **J.M. Pfiffner** "Administration consists of getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish their set tasks".

According to **H. Walker**, "The work which the government does to give effect to a law is called administration".

According to **J.S. Hodgson**, "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 purpose of these governments or agencies."

According to **D. Waldo** who defines, public administration as "the art of science of management as applied to the affairs of state."

All these definitions make it clear that public administration is really government in action. In common usage, it is concerned with the executive, the operative and the most obvious part of the government. In other words it is mainly concerned with the executing and implementing part of the governmental activity, with the question as how low should be administered with equity, speed and without friction. Therefore, public administration comprises the systematic execution of the will of the people which has been discovered, formulated and expressed in the form of laws by the legislation. To summarize, it may be said that public administration is the non-political machinery of the government carrying on its work for the welfare of the people according to the laws set up by the state.

#### 1.4 Nature of Public Administration:

The Nature of Public Administration, there are two views regarding it. According to the integral view, administration is the sum total of all the activities such as manual, managerial, clerical and technical. The activities that fall within the ambit of administration include the services rendered by the errand boy, the foreman, the gatekeeper, the sweeper and the activities of the higher officials such as secretaries of government departments and general managers of public sector organizations. The managerial view was expressed by Herbert Simon, Smithburgh and Thomson. Administration is associated with managerial techniques. Administration is a specialized activity, comprising of organization of men and materials for a specified purpose. These techniques include planning, organization, staffing, coordinating, reporting and budgeting.

Each letter of the acronym stands for one managerial activity.

**Planning**-which is preparation for action.

**Organization**- Which is the structure through which the objectives are realized. It involves division of work co-ordination i.e., cutting and sewing together.

**Staffing**- which is the entire gamut of personnel management form recruitment to retirement.

**Directing**- means issuing orders and instructions for the guidance of the staff.

**Coordination**-means all important activities of interrelating various parts of the work and eliminating, overlapping and conflict.

**Reporting**-means keeping both the superiors and subordinates informed about the ongoing works.

**Budgeting**- about all aspects of the entire gamut of financial administration.

It was felt that the 'POSDCORB' activities constituted the core of public administration. But it was later realized that they were neither the whole of administration nor even the important part of it. They are best tools of administration. The substance of administration is something different. Even those POSDCORB activities are also influenced by the subject matter of administration. Though, the subject matter view of administration arose. This lays stress on the activities or services i.e., the subject matter of administration. The scope of public

administration consists POSDCORB of the theory part and the applied part consists of the studies or concrete application of administrative theory to various branches of administration.

### **1.5 Characteristics of Public Administration:**

The Nature of Public Administration implies in its characteristics. The spectacular increase in the range and volume of its functions and activities necessitated the increase in size. According to Nicholas Henry, this burgeoning bureaucracy is a phenomenon of public administration. Public Administration is often monopolistic because, in the field of its activities, there are not many competitors. Uniformity in its treatment of the citizens is the unique feature of public administration. Public accountability is another characteristic feature of public administration. Public Administration's activities are regulated by elaborate rules and regulations, necessitating elaborate record keeping and having regard for precedents. The aim of public administration is public service, public interest and public welfare are its prime objectives.

### **1.6 The Scope of Public Administration:**

As stressed at the outset, public administration is a segment of the wider field of administration. But, there are different opinion about the scope of public administration whether it is the managerial part of the governmental work or the entire complex of activities of only executive branch of government or of all branches, i.e., legislative, executive and judicial. There are two views regarding the scope of the study of public administration. "Integral" view and "Managerial" view.

#### **1.6.1 According to Integral View:**

Public administration is 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 all persons working in an organization from top to bottom constitute administration. According to L.D. White public administration "consists of all those operations having for their purpose the fulfillment or enforcement of public policy".

#### **1.6.2 According to Managerial View:**

The work of only those persons who are engaged in the performance of managerial functions in an organization constitutes administration. It is these persons who should have the responsibility of keeping the enterprise on even keels and to run it most efficiently. L. Qualick subscribes to the Managerial view. He defines the managerial techniques by the word "POSDCORB" each letter of which stands for different management technique i.e., planning, organizing, staffing, directing, coordinating reporting and budgeting.

According to Pfiffner the scope of Public Administration can be divided under two broad heads: Principles of Public Administration and Sphere of Public Administration. In the first category public administration studies organization which means "the structuring of individuals and functions into productive relationship", management of personnel which is "concerned with the direction of these individuals and functions to achieve ends previously determined.

Thus, "public administration, in sum, includes the totality of government activity, encompassing exercise of endless variety and the techniques of organization and management

whereby, order and social purpose are given to the effort of vast numbers". A more comprehensive account of the scope of public administration has been given by Walker. He has divided it into two parts: (a) Administrative theory and (b) Applied Administration. Administrative theory includes, the study of structure, organization, functions, and methods of all types of public authority engaged in carrying out the administration at all levels, i.e., national, regional, local etc. Applied Administrative is difficult to give a comprehensive statement as to what "applied administration" should exactly include because of the new and fast growing field of public administration. Walker has made an attempt to classify the main forms of applied administration on the basis of ten principal functions which he calls as political, legislative, financial, defensive, educational, social, economic, foreign, imperial and local. Although there is much of overlapping in the classification of Walker, it is a good attempt at an exhaustive definition of applied administration. In a more summarized form, the applied administration includes the study of administration in the various countries of the world, of various departments of services in the progressive states, of organization of various levels, i.e., governmental, local, national and international of the historical development of administrative methods and techniques and of the problems connected with international organizations.

More particularly, public administration is only a means to the attainment of the objects of the state itself- "the maintenance of peace and order, the progressive achievement of justice, the instruction of the young, protection against disease and insecurity, the adjustment and compromise of conflicting groups and interests in short, the attainment of good life of people.

### **1.7 Significance of Public Administration:**

Public Administration is an essential part of a society and a dominant factor in life in the modern age, which has seen the emergence of what has aptly been called the 'Administrative State'. There has been tremendous increase in the importance of Public Administration with the expansion of state activities. The Centuries old nation of police state which was responsible only for the maintenance of law and order and the policy of laissez faire, i.e., least interference in 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 prime mover and stimulator of national development. With this change, in the ends of modern state the purpose of public administration have also been completely reoriented. There are employment exchanges, rationing offices, government mints, departments of agriculture, industries, foreign relations, etc., which effect almost every citizen in one way or the other. This abundantly proves that public administration is a vital social process charges with providing greater needs. It is an integral part of the social, cultural and economic life of a nation and is a permanent force of life. Edmond Burke said "constitute government how you please infinitely the greater part of it will depend on exercise of powers which are left at large to the ministers of state. Without proper management, your commonwealth is no better than a scheme on paper and not a living, active, effective constitution. In the words of D. Waldo it is "apart" of the cultural complex and it not only is action upon, it acts". It is a great creative force. According to Woodrow Wilson the primary objective of administrative study is to discover what a government can do and to discover how it could be done in better manner. Wilson postulated that prior to the 18<sup>th</sup> century; the activities of the government were not as complex as they were in the 19<sup>th</sup> century. Political scientists during that period framed Laws for different countries and the administrative systems implemented them without any problem. The focus of all political thinkers was on framing the laws and the implementation of such laws was treated as natural corollary which required little scientific analysis and thought once a law was made, it was considered as implemented, as the administration could force it down on the people without much resistance. According to Wilson,

in the 18<sup>th</sup> century and prior to it, the question that bothered all political scientists was how to make a constitution and not how to implement it.

According to Wilson, in the 19<sup>th</sup> century, presented a contrasting picture different from the earlier century. As the Population had increased and the governmental activities had become extremely complex. The advent of an industrial society thrown up problems of an extremely complex nature which the government was expected to solve. The functions of the government are everyday becoming more complex and difficult every day, they are also vastly multiplying in number. Administration is everywhere putting its hands into new understandings. Due to such an amorphous nature of functions the practicing administrator finds it extremely difficult to comprehend the various facts of his job. Such a situation, according to Wilson, demands support from intellectuals in the form of systematic study of administration.

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### **1.8 Relationship between Public Opinion and Administration:**

Wilson examined the problem, as to what part shall public opinion take in the conduct of administration and his answer was that the role of public opinion should be that of an authoritative critic. According to Wilson, directly exercised, the oversight of the daily details and in the choice of the daily means of government, public criticism is of course a clumsy nuisance, a rustic handling delicate machinery. Wilson opined that administrative study should find the best means for giving public criticism this control and for shutting it out from all other interference. For the improvement of public opinion the civil servants of a high caliber are required. Therefore, Wilson felt the need of technically trained civil service personnel, Wilson unambiguously stated that the civil servants are the apparatus of government. Wilson believed that civil servants were mainly not involved in the policy formulation.

### **1.9 Importance of Public Administration in Developing Countries:**

The importance of Public Administration can be gauged from the fact that it plays an important role in the life of a citizen from the time he is born till he dies. Both in the developed and developing countries, public administration has come to play a crucial role in regulating the societies and lives of people. The role of public administration in the developing countries as follows.

The developing societies are mostly those poor continents such as in Africa and Latin America, and Asia, became independent after the Second World War. There are several variations in regard to their social political conditions. Today, the world is divided into developed countries like America, U.K., Japan, Canada, France, etc., and the rest of the countries. The

developing countries can be further classified depending on their different stages of Development. However, economic backwardness is common in all these countries. The standard of living in these countries is lesser than that of the developed countries. In developed countries much attention is paid to sustain the progress they achieved during these period.

### **1.9.0 Features of Public Administration in developing countries:**

In view of the economic and political change, administrative systems, in developing countries must adopt themselves, to meet the changing requirements. Public Administration is confronted with heavy burden. Growth and development with social justice that too in the quickest possible time, the challenge faced by public administration in these countries. The distinguishing features of public administration in developing societies are discussed here. First, personnel management practices in the fields of recruitment and promotion are outdated. Merit is not given adequate recognition and encouragement. Secondly, public administration is not sufficient to meet the growing requirements of the state. A huge burden is placed on the administration machinery, hence, it is unable to bear it.

Thirdly, the growing centralization in decision making despite the attempt towards greater delegation and decentralization.

Fourthly, there is the dominance of the generalist administration in the administrative system.

Fifthly, the relationship between the power wielding politician –minister and the decision-implementing public officials is often not as harmonious as it ought to be.

Sixthly, corruption in public administration in most developing countries has been increased enormously.

#### **1.9.1 Increased State activity:**

Public administration assumes much importance in modern times in the developed and the developing societies as well, it's importance in the developing societies needs elaboration and emphasis. The developing societies are engaged in the gigantic task of development to eradicate the illiteracy, poverty and hunger. The strategy adopted in most of these countries for accelerated development in planning. In the formulation and successful implementation of plans and in the timely completion of schemes and projects, administration plays a significant role. Administration's operational focus should be on proper policies and programs and their effective implementation. The civil servants, in particular, have to be accommodative and sensitive to the needs of people. Public Administration, by virtue of its national character, consisting of personnel belonging to different communities, castes and tribes has a vital role in bringing about national integration. The importance of public administration in modern times needs no special emphasis. The well being of the people is increasingly dependent on the performance levels of the machinery of public administration.

#### **1.9.2 Welfare State Concept:**

The range and volume of activities of the administration have increased in modern days. Scientific and technological advancement, industrial revolution, the acceptance of democratic and welfare state ideals and socialist principles and the requirements of development administration are the most important causative factors for the development. Public Administration's activities with which people come into contact in their daily lives, it is no exaggeration that there is no field of human activity by which the administration is not concerned



with either directly or indirectly. Public administration is an essential part of civilized society in view of its dominant roles in regulation of welfare and development.

### **1.9.3 Democratic Setup:**

Public Administration's role is vital in the holding of elections and implementation of the policies and programmes of the elected executives in a democratic country. It also assists the legislatures and the ministers in the formulation of policy. It is considered by some scholars that the public bureaucracy in the twentieth century is at the centre of public policy formulation.

### **1.9.4 Stabilizing Force:**

According to Pual Pigors, "Administration insures the continuance of the existing order with a minimum of effort and risk. Its fundamental is to 'carry on' rather than to venture along new and untried path. Administrators are essentially the guardians of traditions. Public administration is a great stabilizing force in the society. After independence of India, it faced the serious problems of rehabilitation, integration of native states, severe food shortages and the post-war reconstruction. These were solved, to a large extent, through effective administrative interventions in Indian Society.

### **1.9.5 Instrument of Social Change:**

Public Administration is an instrument of social change. Public administration played a substantial role in eradicating untouchability and lessening social tensions and conflicts. The administrative machinery itself consists of people belonging to different faiths, castes and groups who work untidily in discharging their responsibility.

### **1.9.6 Evolution of the Discipline:**

Public Administration, as a subject of study is of recent origin. It can be stated that a serious study of public administration started with the publication of Woodrow Wilson's essay on 'The Study of Public Administration in 1887 in the American political science quarterly. He was indeed a pioneer who has set the tone for its systematic study. The earlier writers stressed the dichotomy of politics and public administration. L.D.White, Willoughby, F.M. Marx almost buried 'dichotomy' between politics and public administration with their writings. Today public administration has come to its own with a more balanced emergence of the discipline.

The study of public administration is very important for practitioners. Through its systematic study, one gets an acquaintance with the knowledge of the administrative machinery and its numerous activities. In developing societies, vast sections of these people are not aware of the array of programmes undertaken for their upliftment. Study of public administration, a certain extent, fills the gap. According to Woodrow Wilson, the object of administrative study is to rescue executive method from the confusion and costliness of empirical experiment and set them upon foundations laid deep on stable principles. According to Charles Beard, Public Administration is the key science of contemporary civilization. There is no subject more important than the subject of public administration.

### **1.9.7 Changing Context:**

There is a change in the perceptions on the role of state and public administration. In the changing context in India, popularly known as structural adjustment policies resulted in

emphasis on privatization, liberalization and globalization. The good governance and E-Governance are the two important developments of this new context

### **1.9.8 Good Governance:**

The good governance is considered as an important requirement for nation's development. Good governance is an important function of public administration, governance is a broader concept, which is defined as "the manner in which power is exercised in the management of a country's social and economic resources for development". There are some of the features of good governance mentioned below:

1. Freedom of participation and association by various social, economic, religious, cultural and professional groups in the process of governance.
2. Political accountability of political system by the people and regular elections to legitimize the exercise of political power.
3. Bureaucratic accountability ensuring a system to monitor and control the performance of government officials and offices in relation to quality of service, inefficiency and abuse of discretionary power.
4. Cooperation between civil society organizations and government.
5. A good administrative system lead to efficiency and effectiveness. The effectiveness includes the degree of global achievement as per the stated objectives.
6. Freedom of expression and information needed for formulation of public policies, monitoring, decision-making and evaluation of government performance.

### **1.9.9 E-Governance:**

E-Governance is sometimes called digital government as the new system uses Internet as the gateway or the means by which people and government get connected to each other. E-Governance is considered as an important tool of good governance. The new technologies facilitate the government's capacity to respond more effectively to the needs of people. The government of India and many state governments, including Andhra Pradesh, have taken many commendable initiatives in the upgradation of the systems, management of partnership arrangements with technology provider, building the trust among the public on the reliability of the systems.

### **1.10 Conclusion:**

With the great advancement of science and invention of new techniques at all levels of human activity, the problem of maintaining effective coordination between the administration and the rest of the community has assumed great importance. Therefore, the pursuit of great knowledge of public administration becomes the most essential element in modern times. The administrative system consequently grows and becomes diverse. Thus, it is obvious that though public administration studies the administrative branch of the executive organ only, yet its scope is very wide as it varies with the peoples conception of good life.

### **1.11 Model Questions:**

1. Describe the Public Administration meaning, scope.
2. Define the Public Administration and its Significance.
3. Explain the features of Public Administration in developing countries.

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## Lesson-02

# THE EVOLUTION OF THE ADMINISTRATION IN THE STATE

## 2.0 Objectives:

1. Students would be able to know about the evolution of administration.
2. Students would be able to learn about the implementations of the state regarding the administration.

## Structure:

- 2.0 Objectives
- 2.1 Introduction
- 2.2 The Present State
- 2.3 Administration and the State
- 2.4 Role of State in Developing Countries and their Part
  - 2.4.1 Traditional Functions
  - 2.4.2 Associations with other Countries
  - 2.4.3 Upkeep of Law and Order
  - 2.4.4 Security Dealings of the State
  - 2.4.5 Public Works
  - 2.4.6 Welfare Activities
  - 2.4.7 Health Facilities
  - 2.4.8 Education Facilities
  - 2.4.9 Taxation
  - 2.4.10 Role of Human Resource department
  - 2.4.11 Economic Managing Roles
  - 2.4.12 Improvement of Public Sector
  - 2.4.13 Housing
  - 2.4.14 Preservation of Environment
  - 2.4.15 Urban Town Planning
- 2.5 Conclusion
- 2.6 Model Questions
- 2.7 References

## 2.1 Introduction:

The development of the state has started since the ancient times belonging to Plato and Aristotle and to the present day form of state, during these times state has many transformations to reach the present form. The Organic view of the state was stated by Plato, no battle between ends of the state and also of the individual. He measured an ideal state must consist of their classes, each performing a special or appointed functions, the three classes were i) economic class ii) military class iii) ruling class. In the Republic Plato has written 'A state arises out of the needs of mankind; no one is self- sufficient all of us have many wants. As we have many wants, need helper for that purpose and another

helper for another, when these partners or helpers are joined together in one habitation, this habitation is termed a state. In the beginning the state, was brought for the satisfaction of human wants, food, shelter and clothing. In every state it is a must to have a farmer, a builder, a weaver and a cobbler. These men do not have same capacities, hence, one man could able to do what he capable off is. This means, there is a division of labour and specialization. In the course of time the population has increased and consequently the needs of human as well. He further said that, the perfect or an ideal state consist of a state in which each unit would be doing the work to which its nature and aptitude best adopted it, there would be no interference by any class or individual but everyone cooperates to produce an efficient and harmonious state. That is justice-performing one's own duties and not being abuses body.

At the same time, Aristotle said about the progression of the state in his book, Politics, with two important ideas. 1) That the state is a community and 2) that is the highest of all communities, which in his own word, "embrace all the rest, aims at good in a greater degree than any other and at the highest good". The first thesis was quite understandable, because his 'politics' was a city-state having small area and population, and in which the individual unable to think of any other presence for himself except as one being a part of a collectively.

He was not the first thinker to view such an idea. But he was the first to define it properly, he laid the foundation of organic concept of a state. He imagined the state as 'natural' in two ways; first, he briefly delimits the evolution of social institutions from the family, through the village to city –state. Accordingly, to him the survival of state was due to the union of those people who cannot exist alone, but live together such as male and female. They must unite together to give their species out of this relation family earnings. There are three pure forms of governments like Monarchy (one person) Aristocracy (few persons) and Polity (many persons) in which power rests. These three pure forms of government have three perverted forms like Monarchy – Tyranny: Aristocracy – Oligarchy and Polity-Democracy. The Ideal state of Aristotle is an ethical institution, which aims to bring about moral improvement amongst the citizens. He opined that state can provide individual to achieve the highest type of moral development. Ideal state according to him provides a good and happy life, which he meant a virtuous and a moral life. And he recommended the formation of polity or the government which runs by the constitution.

## **2.2 The Present State:**

In the present form of government there are many kinds of organisations to look after the administration of the state, they includes, legislative, judicial and executive powers to the state so that it can govern properly. The state may be of democratic, dictatorial, theocratic,

and monarchic. It can be defined as the relation between the government and its organisations and the people of the state so that it can enforce the rules of the state in a proper manner. The state may have different forms such as Central government, which have it governance throughout the country and may have state government, district and local governments to administer at district and local levels. The can be divided functionally, organisationally, and also region wise still the entire state stays as an organic total.

### **2.3 Administration and the State:**

The state administration in the 19<sup>th</sup> century has developed into divergent kinds of the state, it consists of 1. Democratic form of government 2. Feudal state and 3. Colonial form of state. But during the 20<sup>th</sup> century the morality accelerated and with this the democratic form also developed in the types of the state. In the present times the point of view, in support of the inadequate part of the state, is otherwise understood as, receding, slim down, or moving back of the state have become vociferous. The policies which are formulated in the last decade which targets at the delimits the size and actions of the state, it dis encourages the public sectors and gives boots to the private enterprises and Corporates to market and by giving the little prominence to the welfare schemes of the state. The effect of globalisation has an impact on this as well, after the world war II the circumstances have transformed totally, because of the development of the communication networks which brought radical change in the world, now we can contact sitting at home to every nook and corner of the world and world has now become like a global village.

By the help of the globalisation we can accommodate the needs of different areas in the world, one among them mainly the field of economics, there are sever consequences has developed in recent times. One can observe that the two form such as developed countries and underdeveloped countries. To come out of this situations of dissimilarity in the economy of the countries the significant role has to be played by the developed countries so that this differentiation must be eliminated. The tendencies of the globalisation could be possible by the economic changes and uprising in the technology of communication.

### **2.4 Role of State in Developing Countries and their Part:**

In the developing countries, there are number of actions started in the areas of the law making, taxation, justice, law and order, defence, macro-economic organisation and implementation of laws of the land. There is full swing towards the welfare activities which includes, social security, income generation activities, health and medical care, etc. are the areas where government mainly concentrates for its citizens. The state has also tries to concentrate on the areas where the administration of the different departmental organisations and missions like, adult literacy, integrated rural development, development of

infrastructure to organise the agriculture field and to farmers, development of industrial areas etc. the people in this recent century has lot of expectation on the state and its functions they expects this made the state to answer the requirements of them. The state throughout the world has improved and the actions of the state are in divergent form, the primary nature of the state transformed to bureaucracy the potentials for different kinds of departments has been amplified. With the success the confidence has increased so that modern state can govern properly, and the bureaucracy can give more efficiency, accountability to the requirements of the people and in the dream of the country so that it can improve along with other counterparts.

#### **2.4.1 Traditional Functions:**

The Traditional functions are the priority areas of the government where the public administration activities has been needed and also that the government supported every time such activities along with the social security.

#### **2.4.2 Associations with other Countries:**

The relations between the countries must have good relations so that these associations will have a long time effect on the friendships of the countries, hence, it has become an important discipline now a days. In the past the external relations were very simple task, only the delegates from the different countries use to perform diplomacy activities at the international level. The external affairs of the country will have to maintain complicated relations with the different sovereign countries of the world. These relations ranges from the international law, civil aviation pricelists to peace keeping operations and the research activities related to atomic energy.

#### **2.4.3 Upkeep of Law and Order:**

Up keeping the law and order situation in the state is the prime responsibility of the state, the law and order situation must be in the right place so that all the citizens can enjoy the liberty and other activities of the state. In the olden days the maintenance of the law and order was the responsibility of the local concern, only during the extraordinary circumstances when they were unable to control the situation then the involvement of military would have occurred. But in the present scenario the civil forces have developed with different departments like department of criminology, and law implementation to meet the requirements of the state. There are courts which deals with law, law courts, they have grown and differentiated and they have distinct structure of administrative law which has been in well recognized manner. The guidelines of social and economic areas were small in the early days but now in the present times it has developed into multifaceted, it needs

constant regulations like identical principles, legal controls, check, maintenance of records and the entire mechanism of bureaucratic legality etc.

#### **2.4.4 Security Dealings of the State:**

One of the important aspects of the state is to deal with the security of the state, in the olden days there were fights between the small acquisitive armies, and to grab the land of the opposition and getting the loot as their reimbursement and parting them with injuries. From then the mass conscripted armies have developed and the initial mercenary have been substituted and very dangerous weapons have been developed by the different countries to safe guard from other countries, now the war is fought throughout the day on the land, sea and in the air. They used the weapons of destruction such as missiles, rocket launchers chemicals etc. it mad the state to make an organisation which take cares of the security requirements of the state.

#### **2.4.5 Public Works:**

The important and very much required priority of any state is to provide proper public works mechanism to its citizens so that they can lead better life. These includes, proper drainage system, large scale irrigation facilities, development of ports and harbour, mechanism to control the flood situations. In the last century it observed, comprehensive subway mechanisms under big cities, network of highways to connect the state with different parts, development of railways, airways and airports, development of communication satellites, under sea exploration, reforestation etc. the development of public projects must not cover the steady improvement of the public sectors.

#### **2.4.6 Welfare Activities:**

The government has given these welfare activities to the private organisations so that they can meet the need of the citizens, because they are not in a position to look after such activities. They are well organized through the different institutions by giving services for physically challenged persons, orphans, widows of the war etc. The concept of the state has changed and they supported by these organisations so that it can meet the needs of the people as an humanitarian grounds. With such activities people of minority classes along with second class citizens also gets these benefits.

#### **2.4.7 Health Facilities:**



One of the top most significant function of the state is to provide health and medical facilities to its citizens. The state has to support the people with proper medical care regardless to the ability of the person to pay for it. It extends these facilities to those who are unable to afford by themselves either by giving subsidies or directly providing medical services, these services are remedial or preventive services which meets the requirements of the national services.

#### **2.4.8 Education Facilities:**

The primary requirement of any citizen is the education because it relates with the development of the country. Hence, it is the prime duty of the state to provide the better education system to its citizens. It provides public education system for all children among the ages of 5 to 15 years and also provides the kindergarten education to the child from the age two, and child care below to that. And at the top level it has institutionalized the high schools, colleges and technical colleges, medical colleges, universities, research organisations along with total adult education needs.

#### **2.4.9 Taxation:**

There are dissimilar kinds of the taxation have been implemented by the government such as, national taxation system, with an increased amount of taxes, a complicated record system and with arrangement of public tax collectors and inspectors. The Nationalized system, is progressively limited taxation to public authorities and combined it with economic and social policies of the state. Government also gives loans in a big manner with the help of its own system of banking and other loan organisations, it can evaluate taxable capability and can reduce the tax, so that maximize public resources for the development of community whereas ongoing of supplementation tax and loans with profits from the public land sale and other public enterprises.

#### **2.4.10 Role of Human Resource department:**

The consciousness about the country is developed by the education system, and with the help of some sort of subject taught such as history and geography. The youth after the completion of the school, are exposed to such activities state regulated youth movements, government election, jury service, military service and many kinds of voluntary civic functions. Most of the sates conserve their ancient culture and traditions along with heritage in the form of monuments, archives, libraries and in the form of art galleries by which boost the national consciousness by inspiring the indigenous arts, developing national theaters and folk dances etc.

**2.4.11 Economic Managing Roles:**

Government has definite economic powers with them like, regulation of trade and commerce, control of currency supply and sale of public land and some other ways. With this functions which lead to the nation building activities, and some other economic concerns, it can guarantee the source of weapons and restrictions on economic misuse of the defenseless. Government's economic role has amplified due to the fact that the increasing economic opportunities. The difficulties of the community have developed with the agricultural revolution, industrial revolution and urbanization.

**2.4.12 Improvement of Public Sector:**

The government guarantees a different amount of economic products and services directly to its citizens and there by becoming the largest public entrepreneur. Whenever there is monopoly of any supply then it competes with the private sector so that it can meet the demands of the people and provide with better rates and with better marketing. Or it may decide to supply instead of relying on private sector.

**2.4.13 Housing:**

Whenever there is up rise in the housing facilities or if in sufficient housing is required by the needy persons then it provides sufficient housing needs with subsidized rate or rents and functions as a noble landlord. It may have the recreational facilities, cultural activities etc.

**2.4.14 Preservation of Environment:**

The government protects the environment from extinguishing and in this regard the people has also put an effort in protecting it. Humanity can do what it wants and presently it wants explore all the necessary methods to protect it. And it wants to protect such species which are endangered, development of a forestation, pollution control with regard to water, air and sound. Preserving nature and forestry. Cleaning of litter, polluted and discoloured waters, organic sewage and dead animals. Reclamation of waste and renewal of non-exhaustible resources etc.

**2.4.15 Urban Town Planning:**

The municipal administrators face number of problems now a days because of the urbanization, the towns with the huge populations have been transforming into cities which leads to the problems such as, town planning. It has to be tackled in doing so, they are planning to reduce the severity of urban difficulties and to make more suitable to urban living

happier. It organizes suburbs, regional, joined planning and satellite townships so that the big cities would be deliberately reduce the population by developing new towns around it.

## 2.5 Conclusion:

It can be understood that state has very significant role to play in order to make the lives of the citizens happier. If the state is not existed then one can see the anarchism in the developed and under developed states. It can take care of all activities which are prime importance to its citizens such as, economic activities, regulating the society. In fact the globalization has made the state to see the increased developmental activities because of the communication improvements so that world has become like global village. The countries with politically dominated countries thrive in such situations where as the politically weak would suffer due to the global instabilities.

## 2.6 Model Questions:

1. Write about the evolution of the state?
2. Discuss about the different implementations of the state in regard to administration?

## 2.7 References:

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## Lesson 3

### PUBLIC ADMINISTRATION AND ITS RELATION WITH OTHER DISCIPLINES

#### **Structure:**

3.0 Objectives

3.1 Introduction

3.2 Social Sciences as Tools for Scientific Study of Societies

3.3 Public Administration Related to Social science

3.4 Relation with Political Science

3.5 Relation with Sociology

3.6 Relation with Psychology

3.7 Relation with Economics

3.8 Relation with Law

3.9 Relation with History

3.10 Conclusion

3.11 Model Questions

3.12 References

#### **3.0 Objectives:**

1. Students would be able to know about the public administration and relation with the disciplines.
2. Students would be able to learn about the relations of public administration with Political Science, Sociology, Psychology, Economics, Law and History.

#### **3.1 Introduction:**

All the subject areas are involved in the learning of human beings, every discipline focuses on a specific facets which hints to segregation of knowledge. Each discipline besides involving on the study of its facets requires to know the influence of the other subjects to mark the knowledge comprehensive. Ramesh Ray Roy in his article on "Social Sciences: In Response to Public Needs in the Context of India", stresses the need for interdisciplinary approach in social sciences to solve national problems. Public administration relates with the following disciplines very intensely and they are, Political Science, Sociology, Psychology, Economics, Law and History.

#### **3.2 Social Sciences as Tools for Scientific Study of Societies:**

During the period of Aristotle, the great philosopher from Greek, who claimed centuries ago, that the art is to do and science is to know. Science is knowledge. The purpose of study, it is divided into many disciplines such as, Biological Sciences, Physical Sciences and Social Sciences. It is very obvious that the biological Sciences deals with the matters of life, Physical Sciences deals with physical matters and the Social Sciences deals with human behaviour in the society. In fact the disciplines like, Political Sciences, Economics, History, Psychology, Sociology, Ethics, Law and Public Administration are connected to Social Sciences. Under the scheme of survey of research in social sciences, it can be separated

into seven major fields like, Political Science, Economics, Management, Public Administration, Psychology, Geography and Sociology and each discipline has its own importance. The behavioural movement brought out that the various disciplines of social science are dependent on each other and they are complimentary as well. Because of this reason the interdisciplinary approach in the study of Social Sciences increased impetus.

Exactness and predictability are the main aspects of sciences, and contained by physical and biological sciences, where as social sciences cannot produce results like sciences, with exactness and predictability. The discipline of Public Administration has no strict principle to complete the project on time, Economics cannot deal one correct solution to check the rise in the prices. The scientific character is dependent on its methodology more than on exactness, these characteristics are more dependent on the factor of subject matter.

### **3.3 Public Administration Related to Social science:**

There are some characteristics by which it can be related to the social sciences and they are as follows:

1. Public Administration pacts with behaviour of the human and it can be called as social science and it is the latest discipline among the social sciences
2. Public Administration is a science of observation rather experiments in the nature of things that Public Administration in which no laboratory experiments are done and more over empirical studies have more importance.
3. Public Administration looks to be a normative science which concerned with 'what is' and 'what it should be' respectively.
4. Public Administration is developing subject and it has to be revised frequently in the light of the discovery of new facts and gaining further experience. In fact there is a danger in calling this principle as unalterable principles.
5. If the decisions of administration are carefully recorded like judicial statements they would become example and would be beneficial.

### **3.4 Relation with Political Science:**

It is well known that of all the social sciences, Public Administration is most closely related to Political sciences in reality it is still considered to be a discipline of political science. But, the earlier thinkers on Public Administration in their eagerness to establish it as a separate and discipline, built up the theory of dichotomy of politics and Administration. The Political Science Public Administration are related to each other, the former is deals with the political process like election, legislation, and so on, and the latter is concerned with administrative process linking to administration of policy. Both are connected through the executive, no clear cut dividing lines can be drawn between the two. According to S. P Aiyer, "Public Administration, particularly in a democratic system, functions in the context of politics and cannot be viewed without the various influence with shape it".

At the policy making level, Administrative law connects with politics and public administration. Constitutional law, formerly called as domain of political science, cannot be detached from administrative law, formerly in the spear of administration local government created under the byelaws is a tangible display of the close relationship between political science and Public Administration. Most of the department of public administration are still functioning under the roof of the political science. Even various eminent academics in public administration have had their main education in political science. Hence, the political

science, in public administration are two sides of the coin, one side with political science, which is concerned with the theory of State and Government and on the other hand representing public administration, which deals with the Government in action. There is much relation between these two. According to, Leslie Lipson, "Government is a continuous process. It is true that the process contains phases. Legislation is one such phase and administration, another. But these are merged together at certain point become indistinguishable". The purpose of interdisciplinary method need not to be the literal study of the subjects, but consolidation the areas of their connections.

### **3.5 Relation with Sociology:**

It is obvious that Sociology is regarded as the mother of all social sciences, it is in fact the science of the society observed as total of individuals. Sociology is the study of society and its connection with individuals through communities, associations, groups and so on. International Encyclopedia of Social Sciences, of 1968, Vol, 15, 16, 17, P, 1 defines sociology as, "the study of social aggregates and groups in their institutional organization and of the causes and consequences of changes in institutions and social organization". The main parts of social inquiry are social systems and their sub-systems, social institutions and social structures and social aggregates, connections, groups and organizations. Administration system is nothing but social system and without knowing the social system in the organization no one can cope the matters efficiently. Administration is engaged in social change and development It is not possible without knowing the process of group dynamics and the characteristics of the social values of the people. Social development, social policy, social action, social administration, and the rural development are the subjects which needs the information of sociology and public administration.

Social Administration put on the knowledge of sociology to promote social administration. Titmus stated about it as, "Social administration may broadly defined as the study of social services whose object is the improvement of conditions of life of the individual in the setting of the family and group relations. It is concerned with the historical development of these services, both statutory and voluntary, with the moral values implicit in moral actions, with the rules and functions of the services, with their economic aspects and with the part they play in meeting certain needs in the social process. On the other hand, we are interested in the machinery of administration which organizes and dispenses various forms of social assistance, on the other, in the lives, needs and the mutual relations of these members of the community for whom the services are provided by reason of their belonging to the community".

Organizational Sociology is the other zone where one can use the information of public administration and sociology to know the connection between the individual and the organization and vice versa, not only their stationary but also their active connections. The essay of max Webber, on bureaucracy was main contribution of a sociologist to the field of public administration. In this connection the Herbert Simon and others who belong to 'behavioural school', also helped in the diversification of the frontiers of public administration to the new parts such as, sociology of administration, social development, social welfare so on.

Though the intimate connection between sociology and public administration, the study of these sciences is separate. In reality sociology deals with man in all his diverse social connections and in all forms of human associations. Whereas, Public administration is concerned with the connections of individuals with the administrative organizations and

relations of personnel with the organizations. It is fact that, public administration and sociology have many common areas which can be treated with interdisciplinary method.

### **3.6 Relation with Psychology:**

The science which deals with the behaviour of man clarifies what he really does is known as 'psychology'. It studies into the mind both conscious and sub-conscious, behaviour, both as individual and in groups which clarifies the motives of human action. It also studies the behaviour of human containing instincts, emotions, sentiments etc. William McDougall in his book, "An outline of Psychology" defines as, "Psychology is a science which aims to give us better understanding and control of the behaviour of the organism as a whole". By the help of the study of psychology, the behaviour in the organizations, exposed the required understanding the informal connections to know the dynamics of organization.

The use of psychology is very much increasing in the area of public administration in general and particularly in industrial administration. By the primary information of psychology and research has gained good results in all the parts particularly in personnel administration by right selection, training and placement of staff. Psychology has given an insight into the procedure of motivation which aid in improving personnel system in Government. The understanding of psychology is very much used in the area of law and order administration, detection of crimes and handling with criminals has been subjective by psychology. It has been demonstrated by psychology the criminals could be reformed, rehabilitated and could be made an important area of the society by the psychological understanding and research.

Psychology has also aid public administration in healthy thankfulness of group behaviour, changing aspects, leadership, and group psychology so on. The information of these concepts aids administration in dealing with the people effectively. To settle psychology has been could be used in Government for recruitment such as psychological tests, training like conflict management, transactional analysis, brain storming exercises etc, motivation, developmental programmes like family planning, investigative activity like police administration, social change like rural development, tribal development women and child development, organizational development etc. the above applications specify the close connection between public administration and psychology.

### **3.7 Relation with Economics:**

According to the celebrated modern economist, Dr. Alfred Marshall, deliberates economics "on the one side, the study of the wealth and on the other and more important side, part of the study of the man". The scope of its is the study of human welfare which includes consumption, production, exchange and distribution and these four features shelters the study of the economics. Public administration and economics are closely connected. Even Arthashastra, Kautilya states that finance is the firewood of administration. Public administration is openly apprehensive with resource mobilization and resource utilization. In the wake of industrial revolution followed by scientific and technological revolution, public administration in progress to govern the economic life of man. Public administration has to tackle with huge number of problems of the economics. Public administration tackles with policy making and its implementation. The public policy means policy with economic, social and political parameters. Economics is a significant area of every policy of the government. Fiscal policy and monetary policy are part of public policy.

Planning is a significant feature of public administration, it connects economics and public administration. According to P. R. Dubhashi, "Socialism and planning brings the area of public administration closer to that of economics. What under the free market is the subject



matter of economics become in planned economy, the substance of public administration". Tibor Scitovsky, has defined economics as a social science concerned with the administration of scarce resources. Modernization and development in a country can be attained conventionally by the help of better connection between public administration and economics.

The academic discipline of public administration include several features of economics, which means, economic administration, agriculture, industrial administration and planning, etc, specifying their close association. The economist have been attained high position in public administration to aid in better decision making process, connecting to resource mobilization and utilization. The entry of the Government in business has caused in the making of bigger public sector undertaking at central and state level. The administration of these economics undertaking need the information of economics, for instance, marketing, pricing policy, purchasing, so on.

### **3.8 Relation with Law:**

In reality the law, is a frame of principle, the purpose of which is the adjustment and ordering of human relation in the society. The connection between law is public administration is very obvious the implementation of social policies is not possible without the aid of law. Public administration in most of the countries was examined as a part of law, public administration tasks with in the parameter of the law. Nevertheless, most of the times public administration is grounded on experience, suggests novel law, which are accepted by the competent authority. The making of law exercise is done by the personnel in public administration. All the departments, corporates and the companies are assisted by law graduates who aid administration and management to be in the legal limit. Court also keep the administration with in legal limits. Administrative law gives the important connection between administration and law. The study of administration, philosophically seen, is intimately related to the study of proper distribution of constitutional authority. To be effective, it should realize the simplest arrangement by which accountability could unmistakably be fixed upon official, the better means of separating authority without hampering it and accountability without obscuring it.

### **3.9 Relation with History:**

History supplies with very valuable material for the study of public administration. The study of administrative system of any country could not be complete without a proper glimpse of its historical background. History is the record of past of humans. The past, at time, has a relevant to the current and the enriches the understanding of the current.

### **3.10 Conclusion:**

All the subject areas are involved in the learning of human beings, every discipline focuses on a specific facets which hints to segregation of knowledge. Each discipline besides involving on the study of its facets requires to know the influence of the other subjects to mark the knowledge comprehensive. Public administration relates with the following disciplines very intensely and they are, Political Science, Sociology, Psychology, Economics, Law and History.

### **3.11 Model Questions:**

1. Write about the importance of connection with other disciplines and how it is useful?
2. Discuss about the public administration relation with Political Science, Sociology?

3. Write about the public administration relation with Psychology, Economics, Law and History?

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## Lesson-04

# POLITICS AND ADMINISTRATION DICHOTOMY: WOODROW WILSON

### 4.0 Objective:

1. Student would be able to know what is Dichotomy.
2. Student would be able to learn different era of Political Dichotomy.
3. Students would be able to learn the contribution of Woodrow Wilson for Politics-Administration Dichotomy.

### Structure:

- 4.0 Objective
- 4.1 Introduction
- 4.2 Period I: (1887-1926) – The Era of Politics –Administration Dichotomy
- 4.3 Period –II: (1927-1937) – Principles of Administration
- 4.4 Period – III (1938-1947): Principles stood challenged
- 4.5 Period-IV (1948-1970) Crisis of Identity
- 4.6 Period – V (1971 onwards)
- 4.7 Woodrow Wilson contribution for Politics-Administration Dichotomy
- 4.8 Politics-Administration Dichotomy: After Wilson
- 4.9 Abandonment of the Dichotomy
- 4.10 Conclusion
- 4.11 Model Questions
- 4.12 Reference Books

### 4.1 Introduction:

Public Administration is regarded as one among the newest disciplines of the social sciences. Like other disciplines it has passed through several phases of evolution. Administration as an activity or as a process is believed to be as old as the human cultivation is, Woodrow Wilson made significant contributions to the development of Public Administration as a separate discipline.

### 4.2 Period I: (1887-1926) – The Era of Politics –Administration Dichotomy:

The first stage of its evolution is considered to have begun with the appearance in 1887 of Woodrow Wilson's essay titled "The Study of Administration". He is regarded as the father of the discipline. Though the essay, the most distinguished essay in the history of American Public Administration, Wilson sought to aid in the establishment of Public Administration as a recognized Field of study. "The Study of Administration", Wilson's published writings are numerous. Among them, more important are congressional movement. A study in American politics (1885). The State-Elements of Historical and practical politics (1889); Division and Reunion 1829-89 (1893): An old master and other Essays (1896); George Washington (1896); A History of American people in 5 volumes (1902). In this essay Wilson has stressed the need for a separate study of administration as

he regarded administration as distinct from politics. He argued that law making or framing a constitution is the concern of politics, while administration is concerned with the running of a constitution. This initial conceptualization of public administration came to be known among the academic circles as politics –administration dichotomy.

Gradually, public administration started receiving increasing attention of the scholars in America, mainly because of public service movement was took place in American Universities during the early years of this century. In 1920, the development of public administration as an independent discipline was further boosted with the publication of L.D. White's first text book in the field titled "Introduction to Public Administration" (1926). This book faithfully explained that politics should not be allowed to interfere with the public administration like management is republic of becoming a "value free" science. The remarkable feature of the first period of the evolutionary stages of the discipline was a passionate belief in 'politics-administration dichotomy' and the practical invalidity of the dichotomy did not bother the tinkers.

#### **4.3 Period –II: (1927-1937) – Principles of Administration:**

The second period of evolution of the discipline is marked by the tendency to reinforce the idea of 'political administration' dichotomy and to evolve a value free science of management. Public administration achieved high reputation during this period because of the expertise of the administrators, working in industry and government as well.

The period dawned with the appearance of W.F. Willoughby's works 'principles of public administration' in 1927. The title of the book axiomatically indicates the new thrust of the discipline. In the same way, a number of other works appeared, the more notable among them being 'Principles of Organization' by Mooney and Reiley; creative experience by Mary Parker Follett; 'Industrial and General Management' by Henri Fayol. This period is believed to be at its climax in 1937 when Luther H. Gulick and Lyndal Urwick's "Papers on the Science of Administration" appeared. The use of the word 'science' was significant for Gulick and Urwick considered that, administration is a science. Gulick and Urwick coined the acronym –POSDCORB- to promote seven principles of administration. The POSDCORB maxims of administration were said to be of universal applicability in old organizations. Every administration has to perform regardless of the cultural, social and political settings 'POSDCORB' was a term encompassing the executive functions of planning, organizing, directing, staffing, coordinating, reporting and budgeting. At the root of 'POSDCORB' synthesis was the plea for building an effective and efficient administration system right from the very highest level of administration. This phase in the history of public administration theory is often called as the "High Noon of Orthodoxy".

#### **4.4 Period – III (1938-1947): Principles stood challenged:**

The third stage can be termed as one of reaction and challenge against the so-called 'principles of administration', which were dubbed as 'naturalistic fallacies, and 'proverbs'. In 1938, Chester Barnard' considerably influenced Herbert A. Simon, who was preparing a divesting critique of the field, particularly the principles. The real challenge to the theory of public administration came from two directions: One objection was against the principles and the other was against dichotomy. The dichotomy was described as misleading, a fetish, a stereotype, and it was thought that this dichotomy was at best naïve. Many practitioners and academicians felt that, the dichotomy had severely damaged the field. However, a more severe attack was directed against the principles. The basic allegation against these

principles was that there could be no such thing as principles of administration. The post devastating criticism on principles came down from Herbert Simon who forcefully attacked the very rationale of these principles. According to Simon for every principle there was an equally plausible and acceptable contradictory principle. Herbert Simon introduced two new promises in the study of public administration. Firstly, Simon introduced in the literature of public administration a new philosophic doctrine of logical positivism drawn from the European philosophy. Secondly, he proposed that the focus of the theoretical study of public administration should be on the “behavior” of administration or what they actually do or more specifically, how they make decisions and choices.

This stage was marked with such a criticism that the discipline of public administration found itself in a very shaky position and its moral was low. This period was followed by another critical period i.e., the period of crisis.

#### **4.5 Period-IV (1948-1970) Crisis of Identity:**

This period has been one of the crisis for public administration. The brave new world promised by the thinkers of the ‘principles’ era stood shattered. The future of the discipline appeared uncertain as it was facing a grave crisis i.e., crisis of identity. Evidently, the concern of the scholars during this phase was to re-establish the conceptual linkage between public administration and political science. As a result, a larger group of scholars became increasingly concerned with public policy, a newly emerged field in the political science in U.S.A. These changes in the practical world of public administration have also revealed that it is difficult to break the link between politics and administration.

The cross-cultural study of public administration also called as comparative public administration, which is basically a new development in the field of public administration during this phase. Even though, the interest in comparative study of public administration became evident in 1950’s itself, the real impetus came in 1962 when the comparative administrative group was formed with the financial support of Ford Foundation. Comparative public administration concentrated both on theory building and practical application in the context of developing nations which are also known as newly emerged nations. Much of the work in comparative public administration and development administration revolved around the ideas of F.W. Riggs whose contributions became the basis for the theoretical development of these two concepts.

Eventhough, public administration has sown the seeds of its own destruction, it experienced renaissance during this phase. This came in the form of new public administration. In 1968, some young scholars of public administration held a conference at Minnow-brook under the sponsorship of Professor Waldo. The proceedings were subsequently published in a book form in 1971 entitled: Towards a New Public Administration. Due to Minnow-brook’s perspective, gave birth to New Public Administration approach denounced out, rightly, such traditional concepts effectiveness, efficiency, budgeting, technology and so on. In one respect, the New Public Administration can be viewed as a call for independence from both political science and administrative science. Thus, Public Administration entered 1970s without a viable theory or concept. Right from the Wilson’s days till this period so many competing paradigms, models, concepts and approaches were introduced in this field. As a result, by the 1970’s the world of administrative theory became so complicated and confusing that one may agree with Ostrom’s assertion that the field was caught in the midst of anomic and malaise and facing an “identity crisis”. Gerals Caiden also makes a similar observation, as he argues that the

crisis of legitimacy confronting public administration today is directly related to its inability to formulate a theoretical base from which to define itself. He points out that, public administration has been unable to mount an effective reply to its critics who accuse it of being parasitic, unproductive inefficient, wasteful, in competitive, corrupt and above all unnecessary.

Public Administration, naturally was in search of an alternative which was available in the form of Administrative Science. Here, too, Public Administration had to lose its distinctiveness, identity and to merge with a large field. The protagonists of this view held that administration is administration regardless of its setting and it was on this belief that "The Journal of Administrative Science Quarterly" was founded in 1956. Cyert and March's "A Behavioural Theory" of the Firm, and March's 'Handbook' were inspired by this perspective.

#### **4.6 Period – V (1971 onwards)**

The discipline has registered great progress and has entered the new phase-1971 onwards with an enriched vision, the uncertainty and turmoil of the preceding period notwithstanding. The attention is focusing more and more on the dynamics of administration. Public Administration has also identified itself with the policy science and other areas. Nevertheless, the discipline survived mainly because of the amazing store of knowledge which it developed during the last 127 years.

#### **4.7 Woodrow Wilson contribution for Politics-Administration Dichotomy:**

It was Woodrow Wilson who made one of the first dogmatic distinction between politics and administration. In support of his position Wilson argued that public administration is a detailed and systematic execution of public law. Every application of general law is an act of administration. The field of administration is a field of business. Administration being removed from politics is not subjected to the vagaries and vicissitudes but goes on uninterruptedly to fulfill the promises of the system.

Inspired by Blunetshli and other German Scholars, Woodrow Wilson argued that administration concerns with the execution of public policies and lies outside the sphere of politics. Policies should be formulated by elected leaders, shall their execution should be the sole responsibility of permanent officials selected for their expertise.

Wilson's distinction implied the need for bureaucratic efficiency and the existence of general principles of administration that are applicable to all types of political systems.

However, at a later stage Wilson asserted that the administration cannot function independently. Administration be related with the other branches of government. It's foundation is deeply rooted in politics. Wilson finally concluded that public administration, by nature is a subject of public law. Thus, it is evident that Wilson was aware of the interrelatedness of politics and public administration, he tried to separate them to make public administration an independent subject. Hence it appears that Wilson vacillated between separability and inseparability of public administration from politics. This confusion in the Wilson made the later scholars to interpret his politics administration dichotomy variously.

Nevertheless, the politics administration dichotomy was proposed by Wilson and accepted by the scholars who immediately followed him. The dichotomy became a dominant model in the study of public administration during the first phase of its history. Frank J. Goodnow who immediately followed Wilson, also made a distinction between politics and administration. Goodnow contended that, there were two distinct functions of government which can be identified as politics and administration. According to him politics has to do with policies or expressions of the state's will, while, administration executes these policies.

The politics-administration dichotomy which originated in the writings of Wilson dominated the field till the end of Second World War. The dichotomy became an important component of classical theories who intended to build an independent subject of public administration on scientific lines. It was also intended to solve the value problem in public administration. It was pleaded that the separation would help the political system to establish values and get goals for administration.

#### **4.8 Politics-Administration Dichotomy After Wilson: Goodnow**

Goodnow carried further, the dichotomy proposed by Wilson, Frank Johnson Goodnow was an American educator and legal scholar, born in Brooklyn, New York. After private schooling he graduated from Amherst College in 1879 and from the Columbia Law School in 1882. Goodnow became professor of administrative Law in 1891, and in 1903 acting professor of Administrative Law and Municipal Science. He became the first President of the American Political Science Association in 1903. Governor Theodore Roosevelt made him a member of the commission to draft a new charter for Greater New York and President Taft chose him as a member of his commission on Economy and Efficiency. He is considered as an important early scholar in the field of public administration and administrative law, as well as expert in government. Basically, Goodnow conceptually distinguished "two distinct functions of government", which he designates as politics and administration. "Politics has to do with policies or expressions of the state will", Goodnow explains "Administration has to do with the execution of these policies". The heart of his distinction lies in the classic separation of powers, which prescribes the desirability of entrusting the formulation of policies to a different organ" –other than one which is charged with the execution of those policies. Goodnow argued for the centrality of law in public administration.

Goodnow's classic work politics and administration: A study, government aims to express the separation of government authority beyond the traditional executive, legislative and judicial triad. For Goodnow administration is neither homogeneous nor separated from politics. He maintains that administration includes the "function of executing the law", as well as "semi scientific, Quasi-Judicial, and Quasi-business or commercial" functions. The latter functions are largely administrative and not unconnected with politics. So they should be relieved from the control of politics, at least to a large extent. As for the "executive function", Goodnow notes oppositely, it cannot be subjected to the control of politics. This, Goodnow's conceptual concern is with the analytical focus but not the locus of public administration.

Goodnow's analytical distinction between politics and administration is a difficult one. Goodnow provides only a general direction for isolating the central phenomena within the administration. This vagueness is compounded by the fact that Goodnow looked at public administration from a cosmopolitan view of its real locus. Goodnow's concept of public administration, consequently, would require that students confront legislative specialists, for

example, with a claim on the latter's real locus. An analytical distinction is no match for a distinction based on concrete locus, however. This was particularly the case in Goodnow's time.

Essentially, Goodnow contributed to the superficially easy differentiation of public administration and political science. Landu notes that in Goodnow's view politics and administration represent different pattern of behavior and each present different sets of problems. However, the total operations of government cannot be assigned completely to different agencies of government.

The relation of politics to administration is one of separation and subordination. Goodnow argues that while politics can never be completely apart from administration, popular government requires that it is the executing authority which shall be subordinate to the expressing authority". According to Goodnow, the executing authority should be one of centralized administration, is contrast to decentralized or local administration and it should also not be overly controllable by the expressing authority for fear of impartial administration.

#### **4.9 Abandonment of the Dichotomy:**

In 1920's scholars began to challenge the politics administration dichotomy. Based upon their experiences academicians and practitioners of public administration found the dichotomy was both descriptively and prescriptively inadequate. It was increasingly realized that administrative officials help the politicians in several ways in the legislative and policy making processes.

Paul H. Apple by vehemently, attacked the politics administration dichotomy by asserting the politics and administration are intimately related. He further argues that public administration is policy making. He also adds that public administration while making policies are subjected to several political constraints like other public officials including the legislators. These external pressures offer strong protection to the public from the arbitrary and undemocratic action of the officials.

F.W. Riggs dismissed the politics-administration dichotomy as a mere myth. But he commented that the myth depends upon a narrow interpretation of the meaning of politics. Riggs points out that in transitional political systems the bureaucracy actively involve in policy making process and to some extent in the party politics. Riggs branded the transitional politics as bureaucratic politics. He viewed that in these societies it is very difficult to draw a strict line of separation between political system and administrative system as there is close interaction between these two spheres of activity.

Luther Gullick questioned the wisdom of separating politics form administration. He maintains that, politics is an action which has to do under the control of rulers. As such, it cannot be taken out of administration nor administration from politics. He argues that the dichotomy between politics and administration has broken down and hence a new doctrine should be developed that permits the fullest possible use of the expert in an appropriate framework of political and professional responsibility. Gullick explained the roles of politicians and administrators. In his view the role of politicians is to maintain equilibrium in the overall system, by adjusting the relationships between experts, administrators and interest groups. The administrator's role is to understand and coordinate public policies and interpret policy directions to the operating agencies but with unquestioned loyalty to the elected officials. This, administrators are subordinated to political executives as they do not make final decision on policies, do not advocate policies and do not openly criticize policy position of the government.

Simon rejects the policy-administration dichotomy on both descriptive and normative grounds. On descriptive ground, Simon argues that the political and administrative functions



are performed by both political and administrative officials. Since, politicians are often involved in the selection of means, administrators are involved in both policy making and policy execution operations. Simon also rejects the dichotomy on normative grounds. In place of the policy-administration dichotomy, Simon proposes the fact-value dichotomy, which he argues and provide a better basis for a science of administration and a more appropriate standard for administrative conduct.

Waldo contends that the politics-administration dichotomy is inadequate either as a description of reality, or as a prescription for administrative behavior. The dichotomy, according to Waldo, was intended to resolve the conflict between bureaucracy and politicians by making elected officials responsible for framing policies and restricting administrators to the execution of policies. Waldo's view is that instead of attempting to separate politics and administration we should evolve a philosophy that encourages co-operation among the administrative and political officials. Jack Rabin and James S. Bowman argues that, although the politics and administration may be separated for purposes of scientific analysis and political reform, they are inseparable in operation. The politics-administration relation was less a dichotomy than a continuum from routine administration to pure politics. Riper totally rejects the viewpoint that Wilson is responsible for the origin of politics-administration dichotomy. He concludes that while Wilson did not mean to pose any form of dichotomy, his essay is simply so contradictory and confusing that it precludes any precise interpretation as to what he really meant. He concurs with still man that Wilson vacillated between the two poles of thought regarding the separability of administration from politics.

#### **4.10 Conclusion:**

Woodrow Wilson's "The study of administration" was considered a new beginning in the thinking on administration. Though Wilson did not regard his essay too highly, yet he had admitted that he was merely presenting a semi-popular introduction to administrative studies and that goes critical round the study, considering it from various outside points of view, rather than entering it and handling its proper topics. As a young teacher of government Wilson not presented with a scientific definition of administration as a challenge to the great evils of the day, spoils in politics and the patronage.

Nevertheless, Wilson unquestionably posited one unambiguous thesis in his article that has had a lasting impact i.e., that public administration was worth studying. The article marks the birth of public administration as a self-conscious inquiry or a 'generic course'.

#### **4.11 Model Questions:**

1. Discuss the different stages in the growth of public administration as a discipline.
2. Politics –administration dichotomy is simply a myth. "Examine the validity of the dichotomy in the light of above statement.
3. Critically examine the politics- Administration dichotomy as visualized by Woodrow Wilson.

#### **4.12 Reference Books:**

1. Ralph Clark Chandler (eds), A centennial History of the American Administrative State, The free Press, New York, 1988.
2. Jack Robin and James S. Bowman (eds), Woodrow Wilson and American Public Administration, Marcel Dekker, New York, 1984.

3. Woodrow Wilson, "The study of Administration", Political Science Quarterly Vol.50, December, 1941.
4. Robert T. Golambiewski, Public Administration as a Developing Descriptive Part I, Marcel, Dekker, New York, 1977.
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**Lesson-05****FUNCTIONALISM: HENRY FAYOL****5.0 Objective:**

1. Student would be able to know about the early life of Henry Fayol and his Thoughts.
2. Student would be able to understand the different general Principles of Management.

**Structure:**

5.0	Objective
5.1	Introduction
5.2	Life
5.3	Fayol's Ideas
5.4	General Principles of Management
5.4.1	Division of work
5.4.2	Authority and Responsibility
5.4.3	Discipline
5.4.4	Unite of Command
5.4.5	Unity of Direction
5.4.6	Scalar Chain or Hierarchy
5.4.7	Subordination of Individual Interest to General Interest
5.4.8	Remuneration of Personnel
5.4.9	Centralization or Decentralization
5.4.10	Equity
5.4.11	Stability of Tenure of Personnel
5.4.12	Order
5.4.13	Initiative
5.4.14	Esprit de Corps
5.5	Comparison between Fayal and Taylor
5.6	Criticism
5.7	Conclusion
5.8	Model Questions
5.9	Reference Books

**5.1 Introduction:**

Henry Fayol was an important thinker of the discipline of Public Administration. He was an engineer by profession. He worked in a mining company in the capacity of General Manager until his retirement in 1918. Fayol contributed significantly to the corpus of management concepts and was considered the father of Management Process School'. Under his leadership, the dying company recovered rapidly and became a prosperous and financially stable organization.

## 5.2 Life:

Henry Fayol, is well known for the general principles of management formulated by him early in the 20<sup>th</sup> century. Henry Fayol was born in 1841 in France. He graduated in mining engineering and was appointed as an engineer in a mining company in 1860. He rose to the position of Managing Director of the company in 1888. His most famous book was 'General and Industrial Management' which was first published in France in 1915, but it did not come to light in the English speaking countries until its English Version was published in 1929.

As a professional engineer, Fayol tried to apply scientific principles to the Industry. As a Chief Executive, Fayal viewed organization from the top, Fayol wanted to build the organization from the level of foreman to the workers at his machine. In other words while Taylor applied scientific method to the lowest range of the hierarchy and then work upwards, Fayol worked from the top to downwards. Fayol, believed that the success of a manager depends not upon his personal qualities but on the methods he implement on employees and the principles that govern his behavior. This belief led him to build a new theory of administration which earned him the reputation as the father of modern management.

## 5.3 Fayol's Ideas:

A widespread tendency in the English speaking countries was to draw a distinction between management as an activity confined to conducting industrial undertaking, and Public Administration as the art of conducting Governmental activities, According to Fayol, such a distinction between management and Public Administration is false and misleading.

Fayol provided a general approach to administration. He concentrated on certain important elements of administration. They are

(a) Forecasting and planning (b) organization (c) command (d) coordinator and (e) control. Fayol asserts that, administration is not the exclusive privilege of those at the top. Fayol considered administration as only one of six groups of activities which include:

(a) Technical activities – including production, manufacturing and adaptation

(b) Commercial activities – buying selling and exchange

(c) Financial activities – provision of capital and optimum use of capital

(d) Security activities – protection of property and persons

(e) Accounting services – stock –taking, balance – sheet, costing, statistics and

(f) Managerial activities – planning, organizing, commanding, coordinating and controlling. A close examination of these classification of these activities reveal that there is some overlapping in these activities. According to Fayol, observed that for each group of activities certain basic abilities are necessary to carry there out. These are:

(a) Physical qualities (b) Mental qualities (c) Moral qualities (d) General education (e) Special knowledge of the task assigned, and (f) experience.

Fayol concentrated on the principle of organization more than any other principles. In his opinion organization is set up for carrying out all types of activities. It provides raw materials, capital personnel and all other necessary things. Fayol identifies fourteen duties or functions which an organization discharges. The important among them include; planning, guiding, co-ordination, decision-making, specification of functions, maintenance of discipline, controlling and so on.

Fayol emphasized the importance of clear lines of authority. In his opinion the purpose of command is to activate and guide the organization in achieving its goals. The manager who gives commands to subordinates must possess exemplary behavior and see that order and discipline prevails in the organization.

## **5.4 General Principles of Management:**

Fayol's analysis provides a means for viewing the managerial process and guides (the principles) for implementing the process. According, fourteen management principles have been provided as guidelines to the thinking of managers in order to resolve and concrete problems. Fayol developed a set of principles which can be applied to all types of organizations irrespective of their settings. However, Fayol admitted that all these principles may not have universal application or would have permanent character. Fayol out lined these principles as follows:

### **5.4.1 Division of work**

Division of work leads to specialization which increases the efficiency of individual employees. According to Fayol, is to develop the personnel capable of carrying out the six activities already described. For this, they need specialized skills and expertise. Subdivision makes each task simpler and results in greater efficiency. By repeating a small part of work the individual acquires speed and accuracy in its performance.

This process is applicable to both technical as well as managerial work. Fayol stressed the fact that every organization, big or small, should place its employees according to the talents and experience of each individual.

### **5.4.2 Authority and Responsibility:**

Authority refers to the right of a superior to give orders to subordinates, take decision on specified matters, use resources of the organization, guide and regulate the behavior of subordinates. Fayol defined authority as "the right to give orders and power to extract obedience". He distinguished between two types of authority: Official authority and Personal authority. Official authority is legally given to a person, while personal authority is acquired through one's ability, knowledge, experience and intellect. In the opinion of Fayol authority must commensurate with responsibility, hence steps must be taken to induce people to accept responsibility. This can be made possible by entrusting responsibilities to all the people who exercise authority at various levels in an organization.

### **5.4.3 Discipline:**

Discipline in the context of management means obedience, proper conduct in relations to others, and complying with the rules and regulations of the organization. Fayol observed that discipline is a prerequisite for proper exercise of authority. According to Fayol discipline has two dimensions. Firstly, obey orders only when the management provides good leadership. Second, discipline would become one-sided affair if it is imposed upon the subordinates from above.

### **5.4.4 Unity of Command:**

This principle states that, a subordinate should receive orders and be accountable to the superior only. No employee, therefore, should receive instructions from more than one person.

Fayol's principle of unity of command contradicts Taylor's principle of functional authority. Fayol did not favour a system of dual command which in his view, was likely to result into confusion in authority channels and ambiguity in responsibility pattern.

### **5.4.5 Unity of Direction:**

Unity of direction is another important principle of administration proposed by Fayol. According to this principle, the efforts of all the members of the organization should be directed towards common goals. Fayol stressed that, there should be a single superior and a uniform plan of action for a group of activities having the same objectives. He observed that, an organisation with two heads cannot survive long. Thus, the principle of unity of direction emphasizes the importance of common goals being pursued by all in a group activity under the direction of one head. The principle of unity of command refers to the need for each subordinate being accountable to one and only one superior.

### **5.4.6 Scalar Chain or Hierarchy:**

Scalar Chain refers to the lines of authority from superior to subordinate. It establishes channels of authority or the purpose of communication and decision-making. Fayol favoured a chain of superiors, which should be followed scrupulously except in cases where it become detrimental to the interests of organization. Fayol also aware of the defects in the communication system existing in the governmental organization, which lead to enormous delay in the decision making process. Fayol suggests a method to avoid this. He suggests that an employee working in a department should be allowed to correspond directly with an employee of same cadre in other department without going up and down in the Scalar Chain with the permission of their superiors.

### **5.4.7 Subordination of Individual Interest to General Interest:**

According to Fayol, management must ensure that the goals of the organization dominate the individual's interests. The individual, though a worker should submerge his own goals. The goals of different groups, departments and sections should be subordinated to the larger organizational goals. This would result in the promotion of common good.

**5.4.8 Remuneration of Personnel:**

In Fayol's conceptualization emphasizes that, the wage policies in an organization should be rational and afford maximum satisfaction to the employer as well as to the employees. This principle is essentially consistent with one of the basic assumptions of Taylor scientific management, which motivates the employees, primarily depends upon the monetary incentives provided by the management.

**5.4.9 Centralization or Decentralization:**

Centralization is said to exist, if, top management, retains most of the decision making authority. Fayol observes that the degree of centralization or decentralization in an organization depends upon the state of development of the organization and abilities and qualities of the employees working in it. In the opinion of Fayol centralization cannot be affected indiscriminately. It was the consequence of a natural order of things involving intelligence and wisdom. Fayol says that, an organization should strive to achieve a balance between complete centralization and decentralization. In small organizations, where the range of activities are generally smaller, greater centralization is possible. But in large organization does not depend on the size of organization but on such factors as experience of the superior and dependability and ability of the subordinates.

**5.4.10 Equity:**

The principle of equity suggests that, 'similar treatment is assured to people in similar positions. Fayol emphasized the importance of human factor in organization. To some extent, this concern is also reflected in his stress on the promotion of the principle of equity in organization, which, according to him, involves human values such as kindness and justice. It was the duty of the management to ensure that justice and kindness are meted out to all the employees in an organization.

**5.4.11 Stability of Tenure of Personnel:**

Fayol emphasized the need for an efficient and stable management cadre in organizations. Fayol assets, which this is essential on account of the time and expense involved in training good managerial personnel. The period of service in a position should be fixed. It often takes time to get used to work. Further, Fayol observes that, instability of tenure causes lowering of the moral of employee. Loss of experience and expertise and promotes discontinuity in organizational policies.

**5.4.12 Order:**

The principle is concerned with arrangement of things and placement of people. Arrangement of things is called material order, whereas, arrangement of people is referred to as social order. In Fayol's conceptual scheme the principle of order revolves round his idea that there is a place for everything and everything has its place in the organization. He explained that good orders reduce wastage of time and material resources, although social order needs a careful balance of requirements and resources. Social order implies that piece, of work be assigned to each individual and that they should be available at the specific place of work.

#### **5.4.13 Initiative:**

Employees at all levels should be allowed to take initiative in work related matters. Initiative means eagerness to initiate action, without being asked to do so. Fayol stressed, Initiative must be encouraged by the management at all levels. The process of percolation of this spirit down to the lowest levels, requires sacrifice of “personal vanity” on the part of managers. Fayol also pleaded that, managers should be prepared to share some of their decision making powers with their subordinates, because initiative thus generated would become a source of strength for the organization.

#### **5.4.14 Esprit de Corps:**

It refers to team spirit, that is harmony in work group and mutual understanding among workers. Fayol described Esprit de Corps as the prevalence of harmony among all members of the organization. Management must foster the morale of its employees by coordinating their activities, encouraging keen inter-personal cooperation, and reward each employee on his merit without any discrimination. Fayol even suggested that, competing firms should develop friendly relations and settle disputes by joint agreements.

Fayol observed that, the administration offers the best approach for understanding organizations. He pointed out that organizational charts are useful for displaying the formal organizational relationships. He required that the staff should assist line managers in complex organizations. He stressed the importance of rational selection and training for workers and also the value of professional education to the employees.

### **5.5 Comparison between Fayal and Taylor:**

It is a fact that Fayol’s management philosophy resembles Taylor’s though in several ways. It is often remarked that, the ideas of both these thinkers are complimentary to each other. Taylor focused his attention on the foreman and worker levels while Fayol concentrated his focus on the top level. Taylor’s scientific management revolves around certain nations like time and motion studies, job analysis while Fayol emphasized on certain elements of administration such as planning, organizing, coordination, control and so on. Nevertheless, both Taylor and Fayol are regarded as the pioneers of scientific management. They are practitioners rather than academicians. Accordingly, they constructed their theories on the basis of their practical experience rather than on intellectual accomplishments. They hailed from contrasting backgrounds which shape their ideas. Taylor’s experiences are the changing conditions of American capitalist society. Hence, he formulated certain scientific principles of management with an aim to apply them to the production process in the industry. The stable European conditions in which Fayl lived led him to base his theory of management on stable pattern of industrial organization.

### **5.6 Criticism:**

There has been lot of criticism against the different ideas of Fayol. It was criticized that, the principles of administration outlined by Fayol are not principles as such. The variegated nature of the administrative principles of Fayol was also pointed by



critics. According to them some of these principles are descriptive, while others are prescriptive. Structuralists attacked Fayol on the ground that he completely ignored the structure of an organization and hence, it is defective to some extent. Peter Drucker pointed that it is a mechanistic approach to the study of organizations. The Scholars belonging to the socio-psychological school alleged that, Fayol had totally ignored the psychological aspects of human beings. Fayol's theory was also attacked by the critics of classical approach for its volume judgments which are not empirically valid.

In spite of, several weaknesses and shortcomings, Henry Fayol's philosophy and ideas relating to administration are unique in several respects. Fayol's ideas stood the test of time remarkably well and they are more consistent with the general theory of bureaucracy. On any event Fayol strived to rationalize and scientific administrative thought.

### **5.7 Conclusion:**

The contribution of Henry Fayol to the development of management theory has been enormous and stood the test of time. It is also appropriate and relevant in the modern era of management. His thought has been popularized as Fayolism and it is one of the first comprehensive statement of a general theory of management, developed. He is described as the father of management process school. His ideas have become universal parts of modern management concepts. Fayol's theories are as rigid and inflexible, it practices and theories such as these which show flexibility in his theories of management.

### **5.8 Model Questions:**

1. Examine the Principles of administration outlined by Henry Fayol.
2. Critically evaluate Henry Fayol's Administrative Thought.
3. Henry Fayol is the Father of Modern Management Elucidate.
4. The contribution of Henry Fayol to the development of administrative Theory-Discuss.

### **5.9 Reference Books:**

1. Ralph Clark Chandler (eds), A centennial History of the American Administrative Sate, The free Press, New York, 1988.
2. Jack Robin and James S. Bowman (eds), Woodrow Wilson and American Public Administration, Marcel Dekker, New York, 1984.
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## Lesson-06

# BUREAUCRATIC MODEL: MAX WEBER

## 8.0 Objectives:

1. Students would be able to understand the concept and model of Bureaucracy of Max Weber.
2. Students would be able to explain the elements and preferences of Weber's bureaucracy.

## Structure:|

- 8.0 Objectives
- 8.1 Introduction
- 8.2 Life
- 8.3 Authority, Organization and Legitimacy
  - 8.3.1 Legal Authority
  - 8.3.2 Traditional Authority
  - 8.3.3 Charismatic Authority
- 8.4 Bureaucracy
- 8.5 Weberian Model of Bureaucracy
  - 8.5.1 The Impersonal Order
  - 8.5.2 Rules
  - 8.5.3 Sphere of Competence
  - 8.5.4 Hierarchy
  - 8.5.5 Personal and Public Ends
  - 8.5.6 Written Documents
  - 8.5.7. Critical Analysis
- 8.6 Conclusion
- 8.7 Model Questions
- 8.8 References

## 8.1 Introduction:

Max Weber, a German historian and sociologist was the first social scientist who made a systematic study of bureaucracy and its characteristics. As a matter of fact his name has become synonymous with bureaucracy. He occupies a unique place in the galaxy of social scientists who have attempted to explain the concept of bureaucracy. Everyone is always remember Max Weber whenever, there is a discussion on bureaucracy, Weberian Model of bureaucracy is a source of inspiration to thinkers on administration as it reflects the spirit of modern bureaucracy and is being used as a reference base for other models on bureaucracy. Max Weber's name became synonymous with bureaucracy for the he enjoys a unique place in the galaxy of social scientists who have attempted to explain the concept of bureaucracy.

## 8.2 Life:

Max Weber was born in 1864 in a family of textile manufacturers in Western Germany. He studied law and joined the Berlin University as an instructor in law. He remained as an academician for the rest of his life. He wrote a number of papers on law,

society, and the political and economic factors prevalent at that time. His contribution to the theory of bureaucracy is a significant one. In the study of administrative theories, Max Weber's bureaucracy, depicting the structure of the administrative system, provides an influential conceptual framework and a close historical understanding. Max Weber has become a central figure of both an intellectual understanding and a controversial figure for more than hundred years of evolution of administrative sciences, as most of the thinkers either only attempted to contradict him or formulated theories based on his model. This makes him popular among the students of the sociology, political science and public administration alike.

### **8.3 Authority, Organization and Legitimacy:**

Among Weber's work on administration, his theories on domination, leadership and legitimacy merit special mention. He propounded these theories with a broad perspective, keeping in view of religion and society and the way they mould the pattern of leadership. Weber differentiated authority, power and control. For Weber, 'authority' was identical with the authoritarian power of common'. Weber has identified five essential components of authority.

- A. An individual or a body of individuals who rule.
- B. An individual or a body of individuals who are ruled.
- C. The will of the rulers to influence the conduct of the rules and an expression of that will or command.
- D. Evidence of the influence of the rulers in terms of the objective degree of command.
- E. Direct or indirect evidence of that influence in terms of the subjective acceptance with which the ruled obey the command.

Authority exists as long as it is accepted as legitimate by the ruled. An organization thus, can rule or administer only when it has legitimacy. Explaining the authority of different kinds, in various organizations, Weber concluded that, "all administration means domination". Weber categorized the persons in organizations as under:

- A. Those who are personally interested in seeing the existing domination continue because they derive benefits.
- B. Those who are accustomed to obey commands.
- C. Those who hold themselves in readiness for the exercise of these functions.
- D. Those who participate in that domination in the sense that the exercise of functions are divided among them.

Weber defined administration as domination or exercise of authority while, most other administrative scientists have defined it as service or performance of duty. Weber prescribed legitimacy into three types i.e., Legal authority, Traditional authority, Charismatic authority.

#### **8.3.1 Legal Authority:**

Manifestations of legal authority are found in organizations where rules are applied judicially and in accordance with ascertainable principles valid for all members in the organization. The members who exercise the power are the superiors and are appointed or elected by legal procedures to maintain the legal order. The persons subject to the commands are legal equals who obey 'the law'. The 'apparatus' that implements the system of legal authority is also subject to the same principles. Thus organization is continuous and its members are subject to rules which delimit their authority with necessary controls over its exercise.

### 8.3.2 Traditional Authority:

Traditional authority derives its legitimacy from the acceptance of it's since hoary post. The persons exercising authority generally are called "masters" who enjoy personal authority by virtue of their inherited status. Their commands carry legitimacy because of the customs, but they can also give orders based on their personal decision. Thus, conformity with customs and personal arbitrariness are two characteristics of traditional authority. The persons who obey the orders here are called 'followers'. They carry the commands of the master out of sheer personal loyalty and a pious regard for his time-honoured status.

### 8.3.3 Charismatic Authority:

It is the power exercised by a leader whether a prophet, a hero or a demagogue-substantiating the claim by virtue of his magical powers or heroism or other extraordinary gift or qualities. Charisma and its acceptance forms the basis of legitimacy in this system. The persons who receive the command obey the leader, because they believe in his extraordinary abilities rather than the stipulated rules or the dignity or a position. The charismatic leader select his disciples or followers as his officials based purely on their personal devotion to him rather than on their special qualification or status. Weber believed that, all these types of authority claim legitimacy as long as the curled' accept them. The authority ceases to be legitimate when the rulers act or do what is illegal, ignore the traditions and lose charisma respectively.

## 8.4 Bureaucracy:

The public offices in some form or other, were always adjuncts of organized Governments all over the world. For example, in China, even in 186 B.C., public offices existed and the personnel were recruited through competitive examinations even then. History is replete with instances and reasons to show that individuals appointed to government offices acquire some special characteristics, some of which were even universal.

It was M de Gourney, a French economist, who used the word bureaucracy for the first time, during the first half of the 18<sup>th</sup> century. Several French writers, after de Gourney, have popularized the word Bureaucracy while the British social scientists started using the word only in the 19<sup>th</sup> century. J.S. Mill, an eminent political economist, included bureaucracy in his series of analysis. Mosca and Michels are two important sociologists who wrote extensively on bureaucracy. Yet, one is reminded of Max Weber whenever, there is a discussion on bureaucracy. The simple reason for this is that Weber was the first social scientist who made a systematic study of bureaucracy and its characteristics. Weberian model of bureaucracy is a source of inspiration for many because it largely reflects the spirits of modern bureaucracy. That is the reason Weberian model is being used as reference base for other models on bureaucracy.

Weber never defined bureaucracy, he only described its characteristics. To him bureaucracy is "an administrative body of appointed officials". Thus, in bureaucracy, he included explicably appointed officials leaving the elected ones only. As in the case of authority, Weber categorized bureaucracy into 1) patrimonial bureaucracy found in traditional and charismatic types of authority and 2) Legal rational bureaucracy found only in legal type of authority. The characteristics of legal-rational bureaucracy popularly known as Weberian model of bureaucracy are analysed further. Thus, the whole system of organization, including all those who occupy various positions from top to bottom are also subjected to same principles what govern the organizational behavior. Weber explains five related beliefs on which legal authority depends. They are:

1. That a legal code can be established this can claim obedience from members of the organization.
2. That the law is a system of abstract rules which are applied to particular cases and that administration looks after the interests of the organization within the limits of that law.
3. That only the person as a member of the organization obeys the law.
4. That the man exercising authority also obeys this impersonal order.
5. That obedience is due not to the person who holds authority but to the impersonal order which has granted him this position.

These five elements substantiate the view that Weber laid greater stress on the relationship between legitimacy and impersonal order. Four factors seem to have mainly influenced Weber in his wide range discussion on bureaucracy. They are: A) The historical, technical and administrative reason for the process of bureaucratization particularly in Western civilizations. B) The impact of the rule of law upon the functioning of bureaucratic organization C) The occupational position and typical personal orientation of bureaucratic officials as an elite group, and D) the most important attributes and consequences of bureaucracy in the modern world, particularly of governmental bureaucracy.

### **8.5 Weberian Model of Bureaucracy:**

Weber states that, bureaucracy is an 'administrative body of appointed officials'. While distinguishing the term, he explains that, 'No exercise of authority can be purely bureaucratic unless it is done purely through contractually engaged and appointed officials. The bureaucracy in its most rational form has the following fundamental characteristics.

1. Official tasks are organized on continuous and regulated basis.
2. These tasks are divided into functionally distinct spheres, each furnished with the requisite authority and sanctions.
3. Every office and every official is part of a hierarchy of authority. Higher officials or offices supervise while offices and officials have the right to appeal.
4. The rules according to which work is conducted may be either technical or legal. In both cases trained persons are necessary.
5. The resources of the organization are quite distinct from those of the member as private individuals.
6. The holder of offices cannot appropriate his office
7. Administration is conducted based on written documents.

In this model of bureaucracy, Weber also discussed in detail the characteristics of the official which are as follows.

- A. He is personally free and appointed to an official position on the basis of a contract.
- B. He exercises the authority delegated to him in accordance with impersonal rules, and his loyalty is expressed through faithful execution of his official duties.
- C. His appointment and job placement depend upon his technical qualifications.
- D. His administrative work is his full-time occupation.
- E. His work is rewarded by a regular salary and by prospects of regular advancement in a lifetime career.

The above features constitute Max Weber's ideas but popular pure and most rational type of bureaucracy. Weber considered rational bureaucracy as a major element in the rationalization of the modern world. For him, it is most important of all social processes. Martin Albrow pointed out in his context that among other things, this process involved growing recession and explicitness in the principles governing social organizations. Weber maintains that "The fully developed bureaucratic mechanism compares with other organizations exactly as does the machine with the non mechanical

modes of production. Weber thought that the legal-rational bureaucracy is technically superior to all other administrative systems. Further, he stressed that the people once ruled by bureaucracy can never think of any other alternative. Hence, it is permanent and indispensable.

In Weberian mode; of bureaucracy, the main elements are:

- a) The impersonal order
- b) Rules
- c) Sphere of competence
- d) Hierarchy
- e) Personal and public ends,
- f) Written documents
- g) Monocratic type. These elements are discussed in detail in the following:

### **8.5.1 The Impersonal Order:**

In Weber's ideal type construct of bureaucracy, the most striking and thought – provoking idea, he believed that 'impersonal order' should orient the actions of the bureaucrats both in the issuance of the commands to subordinates and their obedience to them. The stress on depersonalization relationships also plays its part in the bureaucrat's trained incapacity.

### **8.5. 2 Rules:**

The fundamental characteristic of Weberian rational legal authority is the attribute of continuous organization of official functions bound by rules. The rules which regulate the conduct of an office may be technical rules or norms. Their rational application, however, requires specialized training. Rules become more important than the 'game'. This apart, rules cause procedural delays as they create complications in administration.

### **8.5.3 Sphere of Competence:**

According to Weber, a specified sphere of competence involves, a sphere of obligation to perform functions which have been marked off as part of a systematic division of labour; the provision of the incumbent with the necessary authority to carry out these functions; the clearly defined means of compulsion subject to definite conditions in their uses.

### **8.5.4 Hierarchy:**

According to Weber, "the organization of offices follows the principle of hierarchy, that is, each lower office is under the control and supervision of a higher one." Weber attaches greater importance to the principle of hierarchy in the organization of offices and also in regard to administrative staff.

### **8.5.5 Personal and Public Ends:**

There is great amount of utility and relevance in Weber's ideal type as far as it pleads for the separation of administrative staff from the ownership of the means of production. It also pleads for the complete absence of appropriation of official position by the incumbent. The necessary checks on the bureaucrats to prevent them from misusing their positions.

### 8.5.6 Written Documents:

The last principle of Weberian bureaucracy is that “the administrative acts, decisions and rules are formulated and recorded in writing even in cases where oral discussion is the rule or is even mandatory”. Documents make the administration accountable to people and provide a ready reference for future action.

### 8.5.7. Critical Analysis:

The criticism against bureaucracy mainly, stems from inherent weaknesses of the model itself. It is said that, the very advantages claimed by Weber are turned against his own model.

Among the critics Peter Blau, Warren G. Bennis, Chester Barnard, Philip Selzenick, Robert Merton, La Palambora, Talcott, R.V. Presthus, W. Delany and Simon are very prominent.

1. The regulation of official behavior of an employee through formal specifications automatically limits his capacity to adopt to changing circumstances not envisaged by those who drew up the rules. This would also indicate that Weber’s model fails to describe the effective role of officials. This is what is called trained in capacity of the officials.
2. The structure, its hierarchy and rules, which is rational in the Weberian sense can easily generate consequences, which are unexpected and detrimental to the attainment of objective of organization.
3. Weber ignored the environmental factors that influence the behavior of organization in their functioning.
4. Elements of bureaucratic organization, such as rules which conduce towards efficiency in general produce inefficiency in specific instances and in general, produce timidity, conservatism and techniques.
5. Weber’s concept of bureaucracy makes certain implicit assumptions about human motivation which are not necessarily valid in nor-western environments
6. Bureaucracy may lead to red-tapism, unnecessary delays and procedural rigmaroles.
7. In the context of welfare and developmental administration the bureaucratic model officers only negative benefits. It makes the official into a cog in the administrative machine with little scope for innovation.
8. The impersonal relations with clients and formal behavior with colleagues produce undesirable consequences. It is natural that informal relations and unofficial practices develop among the members of the organization, and these are highly significant in achieving the objectives of the organization. But Weber has totally ignored them.

## 8.6 Conclusion:

The critics have argued that, the Weberian modes of bureaucracy lacks empirical validity, particularly when it is related to modern administration. But Weber constructed his ideal type keeping in mind the conditions of Germany in mind during his times. To say that it does not suit the modern conditions is not appropriate because at the start of the 20<sup>th</sup> century, nobody including Weber could ever visualize the changes that have come about in the last six or seven decades which have altered the very nature of the society. Martin Albrow said that in terms of the influence it has exerted and the argument it has stimulated, Weber’s writing on bureaucracy is more important than the sum total of the contributions made by various social scientists on bureaucracy. Yet there is a dearth of detailed exposition of his work, as opposed to straight forward borrowing of particular ideas on the one hand , and critical discussions of some fragment of his writings on the other. Whatever, may be the criticism against Weber, his ideal type



bureaucracy has been, and is, the single most dominant, conceptual framework in the study of public administration. Weber provides a basic methodology and a frame work to analyse the existing structures of various social organizations.

Today we see in practice in all societies of the world, Weber being proved correct when he said that the societies which are once governed by bureaucracy can never get rid of it. The Afro-Asian countries starting from India could get of the alien rules, but not the bureaucratic practices established by the colonial rulers.

Weberian model, no doubt includes both positive and negative elements. Elements such as selection through merit and technical qualifications and complete obscene of appropriation of official positions by the incumbents come under positive category. There are elements such as impersonal order, rules, written documents that form the negative category. As the negative elements are given greater importance in the model, the positive elements get gulfed and enfeebled by the huge stream of negativism. Any one mention of the term 'bureaucracy' immediately brings to the fore, the name of Max Weber. He can be praise and criticized but he cannot be ignored.

### **8.7 Model Questions:**

1. Critically evaluate the Weberian model of bureaucracy.
2. Examine the concept of Max Weber bureaucracy model.
3. Critically examine the elements of Max Weber bureaucracy preferences.

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## Lesson-07

# SCIENTIFIC MANAGEMENT THEORY –F.W. TAYLOR

### 7.0 Objectives:

1. Students would be able to learn about the contributions and development of management by F.W. Taylor.
2. Students would be able to know about Taylors theory of Scientific Management.

### Structure:

- 7.0 Objectives
- 7.1 Introduction
- 7.2 F.W.Taylor Life and Work
- 7.3 Scientific management Before Taylor
- 7.4 The Essential Scientific Management Theory
- 7.5 Assumptions of Scientific Management
- 7.6 F.W. Taylor's contribution to scientific management
- 7.6.1 Objectives of Scientific Management
- 7.7 Taylor's Principles of Scientific Management
- 7.7.1 The Development of a True Science of Works
- 7.7.2 Scientific Selection of Workman
- 7.7.3 Training to the worker
- 7.7.4 Functional Foremanship
- 7.8 Time and Motion Study
- 7.9 Wages-Incentive System
- 7.10 Functional Organization
- 7.11 Mechanisms of Management
- 7.12 Impact of Scientific Management
- 7.13 Criticism on Taylor's Scientific Management
- 7.14 Conclusion
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### 7.1 Introduction:

During the latter half of the nineteenth, century when the industrial revolution had reached a stage of maturity, the rapid expansion of business and industry were giving rise to new problems of industrial planning and management. The working conditions in the factories were chaotic. The work methods, tools and procedures were neither standardized nor planned for efficiency. Choice of methods of work was mainly left to the workers themselves resulting in considerable ad-hoc planning and inefficiency. There was a need to increase productivity which required in the long run a more rational and integrated approach to managerial class who were being called upon to face new problems not experienced earlier. In order to fulfill this need and find ways to rise industrial productivity, many experiments were conducted and prescriptions were developed by management thinkers. Scientific management theory was developed roughly at the same time when bureaucracy and administrative theory emerged. Both the scientific management and administrative theory are related aspects of the same phenomena. Public administration which rooted in political science had sought to place

political relationships on an objective or scientific basis while scientific management is a conscious effort of a movement to place man's economic life upon a scientific basis.

## **7.2 F.W.Taylor Life and Work:**

Fredric Winslow Taylor was born in 1856 in Germany. He received his education in France and Germany. In 1878, he went to work at the Midvale Steel Company as a worker later became Chief Engineer in 1884, after receiving a Mechanical Engineering degree from Stevens Institute of Technology of Hoboken, New Jersey, the U.S.A. Later, for three years he worked as General Manger in manufacturing Investment Company in Philadelphia. He was also associated with Bethlehem Steel Company for three years.

The term 'scientific management' was coined by Louis D. Brandies in 1910. But it is Taylor who widely contributed in the field of Scientific Management. Taylor's contribution to the development of scientific management was recorded in his papers i.e., A Piece-Rate System (1895), Shop Management (1923), The Art of cutting metals (1906), and the principles of Scientific Management (1911). A Piece-Rate System considers the outstanding contribution to the principles of wage payment. In his shop Management, he discussed at length about workshop organization and management. Taylor also recognized the need for scientific method of selection of the right man for the right jobs considering their initial qualifications and potential for further learning.

## **7.3 Scientific management Before Taylor:**

The latter part of the 19<sup>th</sup> century saw the beginnings of scientific management movement as a consequence of the stating of a new industrial era in United States. As business continued to grow in size and number of multiple problems which were not faced previously came to surface in the fields of business and industry. In their quest for finding solutions to these complex problems the managers of few bid industries in U.S.A. began to do academic exercise in the form of publication of books and writing of articles in Journals. Thus, management became process oriented rather than firm-oriented as it was in the past. It was during this time that management began to change from routine and mechanical operations to an all-inclusive scientific approach. Management practitioners like Towne and Metcalfe began to develop and apply a unified system of management instead of adopting casual methods. They set the climate for the application of scientific techniques and methods in industrial and business management. Ultimately, management as a separate field had finally come into being. It is in this generative of science of management that F.W. Taylor emerged.

## **7.4 The Essential Scientific Management Theory:**

There are two meanings of scientific management in the literature. Firstly, scientific management is that it is merely a set of mechanisms or techniques for improving organizational efficiency. Secondly, scientific management means the application of scientific method of study, analysis and problem solving the management problems. Much of the scientific management movement qualified as scientific in this meaning. Although, the scientific management produced plethora of valuable new managerial techniques.

Scientific management advocates an inductive, empirical and detailed study of each job to determine how it could be done most efficiently. The prescriptions of scientific management are derived from specific studies in each case. Scientific management focuses its analysis on the physical activity of work. Thus, it is a micro-theory. Scientific management mainly deals with the relationship of a worker to his work.

Scientific management can be regarded as a bottom-up theory because there is emphasis on man-machine relationships with the objective of improving the performance of routine and repetitive production tasks. Scientific management rested on the maximum prosperity of the employees.

## **7.5 Assumptions of Scientific Management:**

Basically, scientific management has three assumptions. Firstly, the application of scientific method of analysis to organizational problems. It advocates that scientific management develops solutions superior to those of other approaches. Its validity depends upon the validity of scientific methodology. The second assumption is concerned with the relation of worker with his work. Scientific management focuses on the work itself and not on the workers who are doing it. The good worker is viewed as one who accepts the orders of his superiors and he should know how to do his job according to scientific analysis. Scientific management rejects the integration and coordination of higher levels of the organization. Thirdly, scientific management assumes rationality in the classical sense. The organization is regarded as a rational instrument of production. Every worker is “economic man” interested in maximizing his lesser income. The scientific management does not lay any emphasis on the emotional, social action, motivational and reactions of workers.

## **7.6 F.W. Taylor’s contribution to scientific management:**

F.W. Taylor was widely acknowledged as the founder and father of the scientific management movement. He laid the foundation for the movement in the U.S.A. at the time when the climate in the industries was hardly favourable to the growth of scientific objectivity in the human aspects of production. Taylor started the movement with his research, the variables involved are mental cutting and piece-rate system. Broadly, Taylor believed that the minimization of efficiency in organization could be achieved by the division of work into a series of simple methods and operations. Taylor also believed that the average worker is not capable of being self-motivated. Taylor started that the worker is interested in doing only what is minimally required by the management. So, Taylor argued that in addition to redesigning and simplifying the tasks, increased productivity could be activated by a system of incentives for hard work. Taylor proposed the introduction of bonus system to reward workers who exceeded the minimum work expected of them. In this regard, Taylor’s most specific contribution was his measuring day’s work and introduction of most in studies and many complex methods of determining wages.

### **7.6.1 Objectives of Scientific Management:**

Scientific management, has clear objectives Taylor enunciated the aims of scientific management as follows:

1. To study industrial tendencies and the market trends in order to regularize operations to conserve the investment, sustain the enterprise as an employing agency and assure continuous operation and employment.
2. To earn through waste-saving management and processing techniques, a larger income which will be shared by the workers and management.
3. To assure the employee, not only continuous employment by correct analysis of the market trends but also to assure him continuous income while on the job.
4. To assure a happier home and social life, to workers through eliminating disagreeable and worrying factors from the work situation and also by increasing their income.

5. To ensure a higher standard of living as a result of increased income to workers.
6. To assure an opportunity for the workers to improve their capacity through the scientific methods of work analysis and also through selection, training, assignment, transfer and promotion of workers.
7. To assure health as well as individually and socially decent conditions of work.
8. To develop the qualities of self-expression and self-realization among the workers through undertaking simulative research and evaluation, though understanding of plans and methods, and through the freedom of developing contacts afforded by the organization.
9. To assure by training and instructional foremanship the opportunity for workers to develop new and higher capacities and skills for promotion to higher positions.
10. To help the workers to develop self-confidence and self-respect through providing them with an opportunity for understanding their work.
11. To promote equal justice through the elimination of discrimination in wage rates etc.
12. To develop characteristic qualities through the proper conduct of work. To build the spirit of team work among the workers.
13. The standard time prescribed for each operation can be used as the task for each workman to achieve. Each unit of product can be produced at a designated standard of efficiency and at a standard cost.

## **7.7 Taylor's Principles of Scientific Management:**

The Scientific management stressed rationality, predictability, specialization and technical competence. Its focus was on the design and operation of production processes on the 'shop' level of the organization. Taylor's identifies the basic social problem of his day as one of inefficiency. His objective is to increase efficiency by eliminating the difference between what is done by a "first-class" worker and an ordinary worker through high wages and low labour costs.

Taylor argues that traditional styles of management, which employ coercive methods of supervision and an incentive system that discourage efficiency by lowering the wages and increased productivity, combine to faster systematic soldiering. Taylor contends that too much responsibility was placed on the worker but too little on the management. Under this management system a worker was simply hired and assigned specific tasks with little training or guidance from management. The result is inefficiency, the workers were not likely to know how best to perform their assigned tasks. To remove these deficiencies, Taylor proposes a management approach embodying a radically altered division of responsibilities between the management and workers.

Taylor argues that there are two kinds of workmen; first-class workers and second-class workers. The first class workers are able and willing to do a task efficiently Taylor maintains that every man is a first-class worker at some kind of work. A second – class workers, is physically able to perform a task, but will not do so because of his laziness. Taylor disliked second-class worker. Management have responsibility to identify and develop first-class workers and place them in suitable positions, provide them with good working conditions and appropriate implements, and give them detailed instructions on the best methods of performing their tasks.

Taylor believed in utilizing the knowledge of the workers in the performance of their tasks, he realized that they were not capable of developing a science of management. The management should become efficient before expecting efficiency from the workers. Taylor suggests that authority has to be exercised through scientific laws, not as an expressions of arbitrary rule. Taylor argued that the scientific management is to be implemented through the enforcement of standard methods, adoption of the best implements and achievement of cooperation among the management and workers.

Taylor summarizes in this statement on the principles of scientific management. These principles are;

#### **7.7.1 The Development of a True Science of Works:**

This needs a scientific investigation of a large daily task to be done by gathering traditional knowledge of the workers which is his life-long fixed capital and a most valuable property. The results of investigations have to be classified tabulated and reduced into rules and laws to find out the ideal working methods or what is called 'one best way of doing job'

#### **7.7.2 Scientific Selection of Workman:**

To ensure the effective performance of the scientifically developed work, there is also need to select the worker scientifically possessing physical and intellectual qualities.

#### **7.7.3 Training to the worker:**

Taylor insisted that every worker must be systematically and thoroughly trained. He felt that it is the responsibility of the management to develop the worker offering him opportunities for advancement to do the job to the fullest realization of his natural capacities.

#### **7.7.4 Functional Foremanship:**

Taylor advocated for division of work between manager and worker thus, favoured a complete separation of planning function from doing function. He proposed using specialized experts known as "functional foreman", each of whom was to be responsible for some specific aspect of the worker's task, such as finding the best machine speed, deciding on job priorities or inspecting the work. The worker was to take orders from each of these foremen, depending upon whether the matter concerned plan machine speed or inspecting.

The scientific management science would replace rule of thumb, harmony would replace friction, team work would replace individual efforts, maximum output would replace minimum output and each worker would be developed to his efficiency and prosperity. Taylor devoted his lifetime to develop a science of management. Taylor discovered a series of innovations pertaining to the machinery of production, the organizational environment and the people who used the machinery of production, the organizational environment and the people who used the machinery. In order to successfully implement the philosophy of the above stated principles in the actual working of an organization, Taylor advocated the following techniques:

### **7.8 Time and Motion Study:**

Taylor believes that the basic cause of inefficiency is the ignorance on the part of management as to the proper time required to perform a task and systematic soldiering on the part of workers. According to scientific management is to establish appropriate standards for task performance. These standards are to be based on scientific analysis of tasks performed using the best methods rather than through observation of actual performance in the work-place.

The primary tool of analysis in these investigations is time-and-motion studies. The general procedure employed in time and motion studies is to break down physical

activities into various component, specify the best routine for the performance of each component, and finally discover the most efficient method for recombining these parts into the more complex task. Especially time and motion studies involve the following steps;

- A. The worker is provided with the best implements and is appropriately placed.
- B. The task is divided into different units and the task is analyzed.
- C. A skilled worker while performing his task with the aid of stopwatch. The objective is to discover the quickest and best method for making each elementary element. Such investigation is to be guided by a series of "principles" of physical activity.
- D. The proper method of task performance is describe, record the time required to perform the task is determined.
- E. The elementary movements of the task are grouped in an appropriate sequence to maximize overall efficient task performance.
- F. An allowance is made for unavoidable delays. Taylor asserts that 20 to 27 percent should be added to the actual working time to allow for unavoidable delays.
- G. Allowance should be made for rest and the intervals of rest is required by every worker to recover from physical fatigue and also allowance should be made for the time a new employee takes to learn the job.

The main element involved in the time and motion studies are thus the specification of the nature of a task, the time required for the performance of the task accounting to the capacity, speed and durability of the workers, how the task is to be done. Performance standards should be set basing on the performance of a first-class worker and that of an average worker with the standards being gradually increased as the worker becomes more familiar with the system.

## **7.9 Wages-Incentive System:**

Taylor's incentive system distinguished feature is the prior establishment of standards of work performance through time and motion studies. Taylor felt that the actual method of reward was relatively unimportant part of the system. Taylor's opinion, factors such as, special incentives, higher wages shorter working hours, better working conditions and individual rewards for the worker based on performance overshadow the importance of the specific method of payment. Taylor's basic approach to incentives is, first, to give each worker a definite task with detailed instructions and an exact time standard for the performance of each element of the task. When this has been accomplished, the worker is to be paid extraordinary wages for performing the task in the allotted time and ordinary wages if the allotted time is exceeded. Taylor felt that the primary reason for the failure of previous incentive systems had been that they did not start with a good knowledge of the time required to perform a task. Taylor objected to profit sharing system as proposed by Towne and Halsey. Thus, Taylor evolved an incentive system which is based on prior standards of work performance with each worker rewarded on an individual basis his performance.

So, under Taylor's incentive system, success rewarded by higher pay and failure is penalized by financial loss. Nevertheless, Taylor's system is distinguished from other systems of incentives because it is based on prior knowledge of what constituted a good work.

## **7.10 Functional Organization:**

Taylor's prescriptions for organizational structure are a radical departure from the past ones. Previously, the military model of organization had prevailed, stressing unity of command at each level of the organization and culminating in a single executive at the top of an organization. Under this system, the foreman is responsible for a wide range of functions including hiring, training, supervising, and punishing his subordinates.

Taylor believed this arrangement as very deficient in two regards. Firstly, it demands an undue amount of technical expertise from the top management. Secondly, it expects too much from the foremen and, as a result, removes direct control by management over the workers. According to Taylor four different categories of functional foremen are to be appointed in the planning department. They are the route clerk, the instruction card man, the time clerk, and the disciplinarian. Taylor also suggested the appointment of more categories of function for foremen. These foremen should be assigned to the shop and made responsible for the proper execution of the plan. These foremen are called the gang boss, the speed boss, the inspection foreman and the repair boss. The gang boss is to setup the job, organize and situate the required machinery, give instruction cards to the workers, and route the work through the shop. The speed boss is to see to it that machinery are run at the proper speed and that the appropriate tools are used. The inspection foreman is to examine the products and ensure that they conform to standards. The repair boss is to be responsible for the adjustment, cleanliness, and general care of the machines, and he is to keep a record of repair and maintenance.

The three components, time and motion study, wage incentive system and functional organization constitute the core of Taylor's scientific management. Scientific management requires a "Mental revolution" on the part of both management and workers as science replaces rule-of-thumb and mutual confidence between management and workers replaces "suspicious watchfulness". Taylor embarked on a campaign to promote the spread of scientific management in the early 1900s. The route clerk is to oversee the work flow, study specific jobs and decide the best method of doing them, indicate the tools to be used, make a chart showing the course of work through the shop and finally determine the order on which various jobs are to be done. The instruction card man is, to study the drawings and worksheets prepared by the route clerks, prepare detailed instructions for the performance of each operation, and indicate the length of time required for each operation. The time clerk is to be responsible for preparing pay and written reports, reviewing time cards to determine eligibility for bonus, and allocating work costs to the proper accounts. Finally, the disciplinarians is to review the troubles which arose between workers and their bosses, hire and fire, and attend to other personal matters.

### **7.11 Mechanisms of Management:**

It is important to note that Taylor distinguished between "principles" of management and "mechanisms" of management. Some of the mechanisms advocated by Taylor and listed as follows:

- A. The use of the stop-watch which was essential for the technique of time study.
- B. The use of time-saving devices, e.g. slide rules.
- C. Standardization of all tools and techniques used in trades.
- D. The use of instruction card system to record what to do and how to do particular tasks.
- E. Adoption of proper classification system of manufactured products as well as implements used in the manufacturing process.
- F. Use of the bonus system for the successful performance of the task.
- G. Promotion of modern costing system.

### **7.12 Impact of Scientific Management:**

It is significant to mention that, scientific management brought a drastic change in the whole approach towards the management of industries. The impact of the



movement was felt through the overall improvement in industrial management. The impact of scientific management was felt not only labour but also on management. More accurate control system and planning was evolved. The movement also provided guidelines to the management to develop an effective organization. Taylor was the first management thinker to stress the concept of research and use of standards in management.

### **7.13 Criticism on Taylor's Scientific Management:**

Taylor, while, in developing scientific management, made remarkable contributions to the understanding of the management of organizations. Yet, he is probably better characterized as a synthesizer than an innovator. That is, Taylor's contributions was less than introduction of new ideas than the integration of existing ideas into a coherent system. In this synthesis, Taylor extended the perspectives of both the engineers and industrial reformers. Taylor advanced the cause of systematic investigation by the precision of his measurements, which replaced the reliance on rules-of-thumb. Scientific management was clearly a movement right for its time, and its impact is still evident, particularly in industrial engineering.

But, Taylor's scientific management theory is limited both in its scope and its scientific accomplishments. In its scope, Taylor's scientific management neglects the impact of factors external to the organization and considers only some factors internal to the organization. Taylor never extended his technical studies much beyond the shop level. The broader financial aspects of the firm were of little concern to him. Taylor's sole venture into the broader areas of management at manufacturing investment corporation was something less than a stunning success, and he developed a reputation among those who employed him as having a talent for "making money fly". Taylor gave the impression that he would pursue efficiency regardless of the cost, and his techniques, suffer from an excess of their virtues.

Taylor has been most profoundly, and perhaps unfairly, condemned for an alleged neglect of the human factor in the organization. It is fairer to state that Taylor operated on the basis of a limited set of assumptions about the nature of man and his relationship to the organization. Taylor assumed at least implicitly, that the ordinary worker was only segmentally involved in the organization.

Taylor assumed that worker would rationally pursue his self-interest relatively uncontaminated by his feelings, attitudes, and private goals. Given this image of man and his relationship to the organization, Taylor assumed that behavior could be predicted by proper manipulation of monetary incentives. This review is not so much wrong as it is perusal.

Taylor was not only entirely successful in achieving his scientific objectives. Although Taylor claimed that scientific management is "a true science resting upon clearly defined laws, rules, and principles", the claim is of dubious validity Taylor defined science simply as "classified knowledge", and scientific management would seem to qualify by this definition. However, Taylor's claim of having arrived out clearly defined laws, rules, and principles are more difficult to support, even more critically, Taylor never arrived at scientifically determined standards of work performance or rates of compensation. The performance standards evolved by Taylor did not reflect the "one best way" of performing a job. Instead, the prescribed methods were "state-of-the-art solutions subject to change on the discovery of a better method. The choice of an actual standard by which to evaluate work performance was similarly arbitrary. Since no two men work exactly at the same speed, work standards were to be set at some unspecified point between the performance of the observed first-class workman and the average workman. The matter of an appropriate division of reward was left unsettled and

remained a major point of contention between Taylor and how critics, particularly the labour unions.

Taylorism was also often attacked by the managers. Those who wanted quick promotions to the high managerial position without any merit based on higher education opposed Taylor's stand, which advocated training by highly trained experts. The managers "did not appreciate his scornful comments on rule-if thumb method. Those who had fought their way to high managerial positions without the benefit of higher education were sensitive to Taylor's stand that unless assisted by highly trained experts, they were unqualified to manage". It is very interesting to note that Taylor had to resign from both Midvale steel works and Bethlehem steel, because of the friction with the company managers.

Elton Mayo through his classic Hawthorne investigations conclusively proved that it not the structural arrangements of the organization which are important for increasing productivity and efficiency in the organization. But it is the emotional attitude of the worker towards his work and his colleagues Taylor's philosophy that men were generally lazy and try to avoid work has also been disputed. It is evident from Brown's analysis that "work is an essential part of man's life, since it is the aspect of life which gives him status and binds him to the society. When they do not like it, the fault lies in the psychological and social conditions of the job, rather than the worker".

Behaviouralists charged that Taylor's methods of scientific management sacrifices the initiative of the worker, his individual freedom and the use of his intelligence and responsibility. Herbert A. Simon have described the scientific management as the "physiological organization theory".

## **7.14 Conclusion:**

Despite the limitations concerning an adequate understanding of human psychology, sociology and the anatomy of work –Taylor's work remains supremely important. Also the obvious contribution of scientific management was the overall improvement in factory or industrial management. By all accounts, Taylor must be regarded as a pioneer in the study of human beings at work. He was the first person to initiate the quest for the better performance at work. He was also first to apply quantitative techniques to the study of industrial management. Modern scientific management operations research, method study, time study, systems analysis, management by exceptions etc., are all part of Taylor's heritage.

Taylor's scientific management become something of a movement. In an age of growing achievement in the physical sciences, it offered the hope of resolving industrial problems through the use of objective principles. For young and imaginative engineers, it provided an ethos and a mission in life. After the initial period of resistance, it conquered the citadels of old fashioned industrial management in the United States and had a tremendous effect on industrial practice. It even spread to Germany, England, France, USSR and other European countries. Scientific Management was supported in Russia and Taylor's principles were included in the curriculum of the education and training of the engineers.

Taylor, in brief, combined theory and practice, thought and experiment and doing and teaching all in one person. And in one life. His scientific management had a major influence on the growing reform and economy movement in public administration.

### 7.15 Model Questions:

1. Examine the contribution of F.W. Taylor to the development of management though with special reference to his Scientific Management Theory.
2. Critically examine F.W. Taylor's Theory of Scientific Management.
3. State the Scientific Management theory and criticize of F.W. Taylor.
4. What are the important features of Scientific Management focusing on the contribution of F.W. Taylor.

### 7.16 Reference Books:

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## Lesson-9

# BUREAUCRACY: KARL MARX

### Structure:

- 9.0 Objectives
- 9.1 Introduction
- 9.2 Karl Marx Life
- 9.3 The Rise of Bureaucracy
- 9.4 Marx on the Nature of Bureaucracy
- 9.5 The Role of Bureaucracy
- 9.6 Military Dictatorship and Bureaucratic Power
- 9.7 Characteristics of Bureaucracy
- 9.8 Criticism
- 9.9 Conclusion
- 9.10 Model Questions
- 9.11 References

### 9.0 Objectives:

1. Students would know about the Karl Marx Bureaucracy Theory.
2. Students would be able to know about the Nature of Bureaucracy, Characteristics of Bureaucracy.

### 9.1 Introduction:

Karl Marx was a great social revolutionary as well as a social scientist. In spite of the prolific nature of his writings, Marx made only a passing reference to bureaucracy in one of his essays written in 1843. His influence continues to be felt not only in social sciences, literature and philosophy. In consequence, Marxist discussion on bureaucracy depends on inferences drawn from Marx's general political philosophy rather than his specific analysis of this subject. Marx was interested in explaining how bureaucracy emerged and drew its sustenance from the society and how it reflected the production relations at a time when it worked. It was not the structure of bureaucracy but its content that merited his attention.

Marx refers bureaucracy as the elements in the hierarchical system as outlined by Hegel including the collegial advisory boards. Marx, bureaucracy is a closed institution within

the state. There are three basic elements in Marx's perception of state. First, state is an organ of class domination. Second, its aim is to create an order which legalizes and perpetuates the oppression of one class by moderating conflicts. Third, state is temporary phenomenon; it will wither with the abolition of classes. In Karl Marx's usage it embraces both the system of administration and the persons who are charged with the implementation of that system.

## **9.2 Karl Marx Life:**

Karl Marx was born in Germany in 1818. He did his Ph.D. in ancient Greek philosophy. His revolutionary views prevented his appointment as a university teacher, and led to his exit from many countries. He wrote extensively but, always remained poor, which resulted in hard times for his family, which suffered in poverty, Karl Marx's ideas on administration, are spread over his numerous works. he has dealt with the rise of bureaucracy, its role in developed and developing the rise of bureaucracy, its role in developed and developing countries, its dys functions, its destruction in the course of the socialist revolution.

## **9.3 The Rise of Bureaucracy:**

Marx opined that the bureaucracy arose with capitalism and the nation state in Western Europe around the sixteenth century. The concentration of wealth and power in the hands of merchant capitalists and absolute monarchies necessitated an instrument in their hands for the management of wealth and the exercise of power in the hands of merchant capitalists and absolute monarchies necessitated an instrument in their hands for the management of wealth and the exercise of power.

In medieval society trade was local, that is, within the village or nearby villages. The merchants' security could be ensured only through a state which exercised sway over a large area. This need of far flung trade gave rise to the nation state. Nation states arose for the first time around the sixteenth century A.D. Hence, the bureaucracy is associated with capitalism and the nation state.

## **9.4 Marx on the Nature of Bureaucracy:**

In Marx conception state plays the same role for the bureaucracy as the private property does for the property owning class. According to Marx bureaucracy is the spiritual essence of the society and it is its private property. Marx analyzed that the state is not, logically prior to, and ethically superior to its constituent elements, the family and civil society. It is an ill-conceived nation to view that the state has a universal character capable of harmonizing the dissatisfied elements of civil society and uniting them on a higher level. In

this connection Marx traces the origin of the state to the division of labour. Thus, the state, as Marx writes, “Is the form in which the individuals of a ruling class assert their common interests”. Marx considers bureaucracy as an instrument of exploitation in the state the main function of which consists in exploiting the affairs of the community in such a manner as to promote and sustain its private ends. Marx elaborates his concept of bureaucracy by studying and criticizing Hegel’s philosophy of the state. According to Hegel bureaucracy as a bridge between the state and the civil society. The civil society comprises several professional groups and the corporations which represent the various particular interests and the state representing the general interest. Between the two, the state bureaucracy is the medium through which this passage from the particular to the general interest becomes possible. According to Marx formal and legalist notion of bureaucracy does not represent its true nature. According to Marx, bureaucracy has only a false image which is derived from law books and administrative regulations. According to Marx, the state does not represent the general interest but the particular interests of the dominant class in the society. This makes it clear that Marx viewed bureaucracy as a particular social group and not as a social class, although its existence is linked with the division of society into classes.

Karl Marx believed that the future and the interests of bureaucracy are closely linked to those of the dominant class and the state. Its justification and existence depends on them. In a capitalist society, its real task is to impose on the whole of society an order of things which consolidates and perpetuates the class division and domination. However, on the other hand Marx proposes a contradictory thesis that bureaucracy is not an integral part of the capitalist class.

According to above, Karl Marx analysis bureaucracy does not occupy a organic position in the social structure, as it is not directly linked with the process of production. Its existence and development has a transit and parasitic character. Its main task is to maintain the status-quo and the privileges of its masters. In this view bureaucracy has become an unavoidable and indispensable instrument in a society divide into different classes. In deed the political system of such a society increasingly requires further and stricter control for the maintenance of the divisions and inequalities among its various groups.

### **9.5 The Role of Bureaucracy:**

Feudalism continued in part for about two centuries even after the coming into being of the nation state. In France, the revolution of 1789 did away with some of the relics of feudalism. The dissolution of feudalism and after rise of capitalism meant that more and more people were now taking up jobs in factories owned by capitalists. The introduction of newer and newer technology has always maintained some unemployment. Due to

unemployment and poverty, worker in a capitalist society can be forced to work for long hours, at low wages. According to Marx all value is produced by human labour. However, workers receive only a portion of the value produced by them in the form of wages. The other portion, which is retained by the capitalist, constitutes their exploitation. The huge profits of capitalists are derived from the exploitation of large number of workers. A capitalist cannot manage so many workers all alone. In this connection Marx said that the bureaucracy consists of officials who control the workers on behalf of the owners or rulers.

The government bureaucracy has a similar function in regard to workers employed by the government. There are large numbers of workers in government owned roadways, power stations, railways and other undertakings. The bureaucracy consists of administrators and managers who do not perform the productive activity themselves, but only control workers. The government provides protection and assistance to private industry and trade in many ways. Thus it protects domestic industrialists from competition by foreign industrialists through the imposition of import duties. It manages the economy through fiscal and monetary policies so as to maintain effective demand for goods produced by industry. The governmental bureaucracy implements labour laws so as to keep the wheels of industry moving and maintain the profits of the capitalists. According to Marx, the path to socialism is mostly, through capitalism. Though, while on the one hand the development of capitalism accentuates exploitation, on the other hand it prepares the way to socialism.

### **9.6 Military Dictatorship and Bureaucratic Power:**

The maintenance and development of capitalism, bureaucracy acquires power of its own. The basis of its power is detailed information means secret information. Ministers are always busy with their political affairs and have to depend on the bureaucracy for advice and information. In this connection, the bureaucracy is better informed about the problems which the people face, than even the so-called representatives of the people, dependence upon it increases, they giving it more and more power. According to Marx "the bureaucracy takes itself to be the ultimate purpose of the state ..... It comes into conflict everywhere with real objectives. Thus, there are certain special situations in which the bureaucracy itself comes to rule. The military is also a bureaucracy. This is the situation of military dictatorships. Now – a- days there are military dictatorships in many underdeveloped countries, like Nigeria, Brazil and Pakistan. Karl Marx provides an explanation for such a role by the military and civil bureaucracy, that when two powerful classes with conflicting interests become equally balanced in power, they let the bureaucracy rule to avoid continuous warfare between themselves.

## 9.7 Bureaucracy Characteristics:

According to Karl Marx, some of the features that characterize the bureaucracy.

### A. Division of Labour:

Karl Marx agreed that the division of labour makes the organization of capitalist society highly productive. He said that the basic division of labour, which we tend to overlook, is between 'intellectual and material activity. Whereas the workers perform the productive activity, the capitalists and bureaucrats perform only intellectual activity. All the hard work falls on the workers in the name of the division of labour. The gains of higher productivity go mostly to the capitalists, who share these to some extent with the bureaucracy, as indicated by the bureaucracy's high salaries.

### B. Hierarchy:

According to Marx, hierarchy is one of the characteristics of bureaucracy. He says, the top entrusts the understanding of detail to the lower levels, while the lower levels credit the top with understanding of the general and so all are mutually deceived.

So the complaint of top administrators often is that a good policy has been badly implemented; on the other hand, officials, at lower levels often complain about the faultiness of the policy itself. Marx opined that liberal education humanized the civil servants. He maintains, that the mechanical character of his work and the compulsions of office lead to the dehumanization of the civil servant. Marx's class analysis would indicate that the main function of examinations is to ensure that only persons of the upper class who can afford the costly higher education are able to enter the bureaucracy. Higher education tends to create social distance between the rich and the poor, highly educated people generally think that they are a class apart from the uneducated poor.

### C. Alienation:

Karl Marx concept of alienation is one of the important contributions to social sciences and to administrative theory it refers to the consequences of exploitation for man since exploitation is inherent in the administration of large-scale organization in capitalist society, they suffer from alienation in an acute form. Alienation has four main aspects; loss of freedom loss of creativity, loss of humanity, and loss of morality.

### D. Rules:

Karl Marx says that bureaucratic minds are so bound in subordination and passive obedience that they come to think that adherence to rules is an end in itself, and not merely a means to an end.



According to Marx, the 'class struggle' has been going on between the exploitation classes and the exploited classes throughout human history. In capitalist society also, the interests of the capitalist class and the working class conflict with each other, and so their struggle goes on, Marx maintains that while on the one hand, bureaucratization helps the development of capitalism, on the other hand it also prepares for the latter's overthrow. The organized strength of the workers is able to overthrow the exploitative capitalist system through a revolution, with capitalists goes bureaucracy also, for the main function of bureaucracy, namely controlling workers, no longer needs to be performed. Capitalism, which really was the dictatorship of the capitalist class, is now replaced by his dictatorship of the proletariat. The new society is totally classless and so it has no need for the state, since the function of the state is the maintenance of the domination of one class over another.

But Karl Marx did not try to describe in detail the nature of the future socialist society, since that would be Utopian; it will be what we make it to be. He felt that the nature of the administration in the socialist society of future, as follows:

1. The public service would be done at workmen's wages.
2. Education would be free and accessible to all.
3. Judges would be elected, responsible and revocable, so as to be free from control by the government.
4. There would be communes at rural, district and national levels.
5. The standing army would be disbanded; the people themselves would take to arms when the need arises.
6. There would be "self-government of the producers", in other words the new society would be wholly democratic.
7. The police would be a stripped of its political attributes, and turned into responsible and revocable agents of the commune.

## **9.8 Criticism:**

Karl Marx has been criticized by various writers on different grounds.

Marx is sometimes criticized for supporting dictatorship. Marx stood for self-government of the workers. The short-lived dictatorship of the proletariat is needed only to deal with the prevailing dictatorship of the capitalist class.

It has been said that Marx's hope of ending class domination is unrealistic since domination has always been there. In response to this criticism, however, it can be said that what has not happened in the past can happen in future. Human beings are free to make their own future, despite constraints.

Another criticism is that Marx's hope that large-scale organizations like the nation state can be done away with is unjustified. And if large-scale organizations are there, bureaucracy will also be there. However, it is notable that the national state arose only with capitalism. Capitalism makes for largeness of organizations because of competition. In a society where competition is no longer so important, largeness may be avoided. New technology also seems to be leading in the same direction. So the use of wind power and solar is likely to reduce the need for large power grids. Small machines make for smaller organizations.

Another criticism, equality can never be achieved in practice, since human beings are born unequal. However, the fact is that every human being has some creative potential. The reason why only some people seem to be capable of big achievement is that many people get no opportunity for the development of their potential. It is held that competition and inequality of rewards are necessary for providing motivation. However, is that the greatest achievers like great artists and scientists of the past never competed, except with themselves. In a normal person motivation is mostly due to the creative urge; competition makes for unnecessary tension leading to diseases. Aggression is natural to human beings is considered to be obsolete. Now it is considered to be associated with abnormality, if it is in an acute form.

## **9.9 Conclusion:**

The contribution of Karl Marx in critically evaluating bureaucracy cannot be underestimated and it gave several useful insights to social scientists in general and to the scholars of public administration. Marx argued that capitalism, like previous socio-economic systems, would inevitably produce internal tensions which will lead to its destruction. Marx argued for a systematic understanding of socio-economic change. He argued that the structural contradictions within capitalism necessitate its end, giving way to socialism. Marx argued that socio-economic change occurred through organized actions of an international working class. The conditions of this movement result from the premises now in existence.

The ideology of marxism began to exert a major influence on workers movements shortly after his death. This influence gained added impetus with the victory of the Bolsheviks, in the Russian October Revolution in 1917, and few parts of the world remained significantly untouched by marxism ideas in the course of the twentieth century.

Marx's main contribution to the social sciences has been his theory of historical materialism. Human beings cannot survive without social organization. Karl Marx opined that the workers can manage themselves and this in turn would make bureaucratic supervision

and control redundant, together with a drastic reorganization of the division of labour in society. So this did not happen and bureaucracy did not wither away along with the state.

### **9.10 Model Questions:**

1. Write an essay on Karl Marx Bureaucracy Theory critically.
2. What are the characteristics of Bureaucracy according to Karl Marx?

### **9.11 References:**

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## Lesson 10

# HUMAN RELATION THEORY - ELTON MAYO

Structure:

10.0 Objectives

10.1 Introduction

10.2 Early Experiments by Elton Mayo

10.3 Human Relation Theory

10.4 The investigations on Southern California Aircraft Industry

10.5 The Effects of Hawthorne Experiments

10.6 Human Relations School and Criticism

10.7 Conclusion

10.8 Model Questions

10.9 References

### **10.0 Objectives:**

1. Students would know about the Elton Mayo and his early life
2. Students would be able to know about the early experiments by Mayo
3. Students would be able learn about Human Relation theory

### **10.1 Introduction:**

George Elton Mayo was born on 26 December 1880, and he died on 7 September 1949. He was an Australian Psychologist, Sociologist and organization theorist. He worked at the University of Queensland from 1911 to 1923, and later he moved to the University of Pennsylvania, however, he spent most of his career at Harvard Business School from 1926 to 1947, where he works as professor of industrial research. He was involved in study of psychopathology which in fact had played an important role to perform as an industrial researcher. Elton Mayo is considered to be the father of human relations theory. His major works are in 1933, "The Human Problems of an Industrial Civilization", in 1945, "The Social Problems of an Industrial Civilization", and in 1947, "The Political Problem of Industrial Civilization".

Mayo is very famous as the forefather of the Human Relations Movement, and also recognised for his research which comprises of the Hawthorne Studies and his book 'The Human Problems of an Industrialized Civilization was written in 1933'. In 1930s, under the Hawthorne, he conducted the research and it revealed the prominence of groups in affecting the behaviour of persons at work. He supported numerous research works to understand and find out the methods to increase the productivity, for instance change in the condition of lighting at the workplace. What he found was that the work satisfaction rest on to a great amount on the casual social pattern of the work group. Anywhere standards for support and advanced yield were recognised because of a sense of significance, physical circumstances or financial motivations had little motivational value. People will practice like work groups and this can be used by management to advantage of the organization.

### **10.2 Early Experiments by Elton Mayo:**

Similar to his other contemporaries, Elton Mayo, also focussed thoughtfulness on issues related to the industrial labour in the factories, mainly on fatigue, accidents, production levels, rest periods, working conditions etc. in the year 1923, he initiated his research studies in a textile mill near Philadelphia, in the prevailed situations then, the mill offers all the facilities to the labour and it was well organized, and was measured to be a model organization. The employers were extremely open-minded and caring, but the president and director of personnel encountered problems in the mule-spinning department of the textile mill. The turnover of the general labour in all the departments was expected to be almost 5 per cent or 6 per cent per annum, whereas in the mule-spinning department the turnover was probable at nearly 250 per cent. It is understood that about 100 industrial workers were compulsory every year to keep about 40 working. Subsequently, it was a vital department for the smooth operation of the mill, various schemes were announced by the management in the form of incentives, and with those efforts to their surprise all the lures were did not work to preserve the labour, they also consulted number of firm in order to solve the problem. At last on the suggestion of engineers they had announced four specific financial incentives, but they could not able to achieve

appreciable results. As a last resort, the firm referred the problem to Harvard University.

This was the first chief research study started by Elton Mayo after joining the Harvard School and he named the study as, "The First Inquiry". He examined the complications of the mule-spinning department deeply from numerous viewpoints like, physical, social, psychological, physiological ways. After he extended involvement observation technique he established that nearly every piece, suffered from foot suffering for which they had no instant medication for those working in the mule-spinning department. In fact, it was advanced because each piecer had to walk up and down a long lane, a distance of 30 yards or more, on either side of which a machine head was working for the purpose of spinning the frames with cotton thread. Whereas, these frames had to move back and forth, at the same time, the worker was likely to watch the operation of the machine carefully so that at any time if there was a broken thread he had to piece the ends together. Later, there were 10 to 14 such machines in the care of a single worker he felt unhappy in attending to the job.

Mayo also established, that even though, in the section, there were two or three piercers and they were situated distantly and among them communication was almost nothing because of the enormous noise of the machine. The other factor was that, some of the workers were very young in their twenties and others were in their fifties. Every one of them admitted that they were too exhausted to enjoy social evenings after work. However, the workers would never burst up on the company president who had been a colonel in the U.S.A Army, Mayo could be able to know from a nurse that, most of them had been in the army in France under his command both before and during the First World War.

With the information gathered from the nurse and his own findings, he took the authorization from the management, Mayo commenced experimenting with rest periods and he presented a proposal of rest periods with two of ten minutes duration in the morning and two again in the afternoon, with each team of piecer. And this gave encouraging results from the commencement, slowly, the rest periods scheme was provided to all the workers to eradicate the difficulty of physical exhaustion. The workers displayed the interest in the system and were satisfied with the outcomes.

The turnover of the labour almost came to an end, production rose and the self-esteem normally enhanced.

### **10.3 Human Relation Theory:**

The theory of human relations, provides predominance to the human aspect over the elements of institutions, as propagated by the customary public administration schools. It is a trail defiance theory in the discipline of public administration, which sights the organization primarily as a social system by uplifting the human conduct as the elementary component for study. In human relations theory, the employees are seen as human beings, instead of a meagre human supplement of machinery or hands for work. It is mainly established on a humble principle that the 'human problem requires a human solution', subsequently, better-off workers are the secret to a prosperous institute. Those who supported this theory have revealed that in public institute, efforts have been prepared to answer the problems of human with non-human data. This theory emphasises four important aspects of the institute, and it looks that the classical theorists have unnoticed. These are: (a) organization is to be viewed as a social system; (b) workers are human beings with all humanly attributes; (c) informal elements also play an important role in the overall organizational output; and (d) organization has a social ethics, instead of individual ethics.

The School of Human Relations is in many ways is a reply to the classical theories and the establishment of human relations movement is mainly due to the importance of the classical theories on formal structure, control, efficiency, economy and hierarchical authority. The school of human relation takes its appearance mainly in group dynamics, sensitivity training and institutional growth. The stress on the feature obviously replicates the essential standards for the human relation school, like importance on openness, satisfaction of worker on self-actualization, decrease in absenteeism, difference and inter-personal competition and so on. The significant opinion is that the answers of human relations school are generally founded more on tests and assessments than on observation of on-going progressions in multifaceted establishments. It is to propose that the standards on which the movements of human relations movement founded are as immaterial. It ensures that these standards might be in struggle with the standards on which the classical and neo-classical models are founded.

The method of human relation in administration is a gratitude to the element that the informal organization be present side by side with the formal organization for advancement of efficiency and productivity. It is essential to know the inter-relationships in both the formal and the informal institutions. It is clear that the actual presence of informal institute specifies the battle between the aims of the persons and the institute. The outline of human relations school is actually an effort to synchronise the aims of the persons with the institutions. This needs extra devotion and assurance on those persons in the performance of the institution to achieve the productivity and fulfilment of the persons. The method of classical would benefit to recognise the formal and freely observable working of the institution, at the same time, it ensures it will not encourage an understanding of the whole functioning of the organization.

The foremost fear of the human relation school is that it tries to mix the organization and individual, in doing so, it also tries to know the basic features of the both things. The major aspect of the institute, is that it associates with people who work together, it collaborate and cooperate with each other and also having their actions which are inspired by the mental and material things, formal and informal behaviour and so on.

The school of human relations has been embodied in the works of Chris Argyris. McGregor, Likert, Maslow, Herzberg and others which has advanced upon the studies carried out by Elton Mayo and Roethlisberger and Dickson and the visions delivered by Chester Bernard. These scholars exposed that the classical organization theory, by captivating the formal institutional structure as the unit of analysis and focused on economic encouragements, by doing so they overlooked the real determinates of behaviour of the person. The school of human relations raised upon the Hawthorne studies agreed the Hawthorne works of the Western Electrical company in Chicago and by Elton Mayo and his associate F.J. Roethlisberger and W.J. Dickson.

**Mayo précised his findings as follows:**

- Spinning produces postural exhaustion and it encourages negative reverse.



- Rest gaps to release these situations and upsurge the productivity by re-establishing normal flow, releasing postural fatigue, and interrupting negative daydream.
- Rest gaps are more active when they are regular and the workers have received instruction in the techniques of relaxation.
- The life of the worker outside the mill is enhanced as workers become more interested in their families and more moderate.

#### **10.4 The investigations on Southern California Aircraft Industry:**

The last experiment of Mayo, during the World War II was extra study of absenteeism and turnover in the Southern California Aircraft Industry. He accepted wider sociological outlook, Mayo and his associates, first studied the community environment to look for the likely reasons for high rate of absenteeism and turnover in the industry, and they established that the restless population movement typical of the area at that time was not the elementary difficulty. The draft had withdrawn the workers who had earlier held work teams collectively. There had been a like incidence in another place, but, Mayo states that those external forces will have key influence merely once the management has not been adequately focussed to the growth of cohesive working groups in their organizations. Thus, as had been the instance at Western Electric Company, the research study attentive on the internal social factors of the organization as feasible causes for the absenteeism and turnover. The study also had gradually constricted the perspective, affecting from an industry and extensive attention to an investigation of a single Company, particular departments within that company, and lastly, a comprehensive examination of a single work centre had a low rate of absenteeism. They followed the similar work like that of Western Electrical research.

It was establish that the rate of absenteeism and turnover was due to role of the creation of work “teams”. When those teams generated a situation of ‘active cooperation’ along with the policies and means of the company, then absenteeism and turnover were lower. Moreover, the creation of team was establish to be mainly reliant on the management quality and leadership of both formal and informal in the work group. Those who had been trained in the techniques of handling human

relations were proved to be successful supervisors; and were helpers to upkeep of predictable and technical problems, therefore it frees the supervisor so that he can answer to human problems; and permitted the workers to contribute in the purpose of working conditions. Informal leadership was also found to be significant. For the success of work centre, the work must be in the hands of a lead man, and hardly the foreman visit the centre. The lead man with substantial experience in the industry, enabled the work of others by giving technical, personal, and social help to individual workers; by sighing that satisfactory work materials were available; and handling contacts with the rest of the company.

These outcomes were confirmed in the interviews with workers who were irregular in their attendance. The “irregulars” were branded by a situation of personal inefficiency and unhappiness. Several workers left the job because their work had on no occasion become an essential part of their entire life. This disorder was outlined the supervisors who were thoughtless and displayed “irritable impatience” reasonably than individual thought and understanding. As a consequence, the irregulars were merely a group of unconnected persons and they are not members of a cohesive group or team.

Mayo sights the outcomes of this study as being reliable with the answers of his earlier research. The wish for connotation, he preserves, deeply rooted, and informal social groups will unavoidably occur. The growth of the social group must not be left to chance, instead, management need be thoughtful to the requisite for a significant social group and make the circumstances in that requisite can be satisfied in such a way that it can be harmonious with efficiency in the attainment of organizational goals.

### **10.5 The Effects of Hawthorne Experiments:**

The conclusions by the research of the Hawthorne unlocked a new look for management, these findings recommended that the management must focus upon the organisation’s non-economic inducements rather than focusing on the formal principles of organization and economic incentives to increase production and leadership style. The method of human relations revived a sum of balance into the investigation of organization. These experiments exposed that people merely were not answering to alterations in physical environment which led the researchers to accomplish that reply of the people was positive when they observe that others are

trying to help them. This “Hawthorne Effect” happens whether or not the aims benchmarks of what establishes benefit are forever attained. It was also revealed that informal organization prospering within, and occasionally generate condition of opposing to the wants of the formal organization.

It was observed by the scholars that the people are extremely inspired and organised by their social environment. Any upsurge in self-esteem is essentially connected to alter the social environment but not the physical environment or material condition. The growth of the organization in the lines of social system was chief approach of Mayo and his associates. The fact was that man is not inspired by logic and fact but relatively by emotion and social value. It was also pointed out that it is not conceivable to give material goods and other physical belongings like means and hours of work and hence they essentially be combined with the social values. The human relationship method of Mayo is emphasized the role of social groups and social relationship in the institute. This method established that emotional and non-logical outlooks are more significant than logical and economic aspects in enlightening the organizational productivity and competence. This method also revealed that human conduct is conditioned to more group relations and group thinking.

#### **10.6 Human Relations School and Criticism:**

Though the effect on the development of organizational theory is notable, but the human relations school was met with severe criticism from several directions. A number of scholars alleged that the conclusions of studies led by the human relations theories has many gaps. The criticisms which was razed against this method can be stated as below:

1. Firstly, it was expected in most of the studies of human relations that the attainment of high self-esteem / satisfaction would progress worker productivity. As early as 1960, McGregor had pointed out the errors in such an argument. Productivity was a much more complex subject that was understood and was also reliant on the amount of capability of use in the economy and technological change.
2. Secondly, the method was fair as prescriptive as that of scientific management and classical administrative theory. The variance between these methods was that they need different treatments. The method of human relations backs social relationships as a required feature of modern complicated organizations and they

must have been observed as an ethical scheme to be followed in its own rightfulness.

3. Thirdly, a lot of these propositions of the human relations school might not be officially verified. This was because the data was not willingly obtainable or because the proposals were ethical, and therefore, it was not suitable for empirical testing. And the other factor that most of the statements of these methods were related to human sentiments and behaviour and hence could not be tested.

4. Fourthly, there was no check-up for fight in organizations, nor the significance of outside aspects as clarifications of discrete behaviour within organizations. For Argyris the mismatch between organizational competence and individual requirements might have led to a space which would be filled by conflict.

5. Fifthly, the relationships of power within the organizations were totally overlooked by the human relations school, particularly when the position of that power was from outside to the organizations.

Lastly, the school of human relations exclusively focussed upon the behaviour of industrial organizations and industrial work. Besides, the workers from blue collar and low level white collar workers who were in fact needed to be focused. Whereas the studies of non-industrial and public sector organizations are present, they incline to be the exemption rather than the rule. This bias strictly bounds any claim by the human relations school of having a general theory of organizations.

The philosophies of criticism rotated around three points. The most noted criticism was on the failure of human relation school to take into account the possible conflict between the workers and managers. Second, the human relations school looked to overlook almost the properties of formal structure on the members of the organization. Thirdly, it has been opposed that the kind and complexity of technologies engaged in an organization, significantly matters more in determining informal social structure and human interactions than the features which Mayo and his associates highlighted as imperative.

### **10.7 Conclusion:**

The human relations method finished extraordinary involvement to the organization theory. The tests led by the scholars of this school ensued in the appearance of a new concept that an organization is a social system and the worker is the most vital

element in it. Their experiments established that the person in an organization is not a simple tool but a multifaceted personality interrelating in a group condition which is difficult to recognise. In totality, the human relation school was mainly accountable for a chief move in the organization theory and this move caused in appearance of a new concept known as organizational humanism which became a major field in the social science disciplines.

### **10.8 Model Questions:**

1. Critically examine Elton Mayo's Human-Relations Approach.
2. Examine the basic features of Human – Relations Approach focusing on Elton Mayo's contribution.

### **10.9 References:**

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## Lesson 11

**DECISION MAKING THEORY – HERBERT  
ALEXANDER SIMON****Structure:**

- 11.0 Objectives
- 11.1 Introduction
- 11.2 Contributions of Herbert Simon
- 11.3 Influences on Herbert Simon
- 11.4 Works of Herbert Simon
- 11.5 Decision Making Theory by Herbert Simon
- 11.6 Satisfying upon Model
- 11.7 Organizational Decision Making
- 11.8 Rationality in Decision Making
- 11.9 Conclusion
- 11.10 Model Questions
- 11.11 References

**11.0 Objectives:**

1. Students would know about the Herbert Simon and his early life
2. Students would be able to know about the early experiments by Mayo
3. Students would be able learn about decision making theory

**11.1 Introduction:**

The studies of Administration have developed a theoretical concepts of social systems and some vital ideas of human behaviour. An amount of efforts were prepared during this period to conceptualize and theorize on what was being revealed about man at work and are measured as precursory stages on the development of organizational theory. They are named as behavioural studies, and they studies about behaviour of human by interdisciplinary method represents from the information accessible in Anthropology, Sociology, Psychology and have become a part of the important development that is usually branded as Behavioural Science.

Herbert Alexander Simon was born on 15<sup>th</sup> June, 1916, in Milwaukee, Wisconsin and he died on 9<sup>th</sup> February 2001. In 1933, he joined the University of Chicago and studied social sciences and mathematics. He graduated in Bachelor of Arts in 1936 and later in 1943 he completed his Ph.D. in the political science and was majored in the field of Public administration from the University of Chicago. The professional career of Simon was begun in 1936, with the International City Manager's Association as assistant to Clarence E. Ridley, and later in 1939, he moved to Administrative Measurement Studies at the Bureau of Public Administration, as the director in the University of California. In 1942, joined at Illinois Institute of Technology as Associate Professor of Political Science, and later he became the chairman of the Department of Political and Social Sciences during 1946-49. In 1949, he became Professor of Administration and Psychology at the famous Carnegie Mellon University. He was awarded the Noble Prize in 1978.

Simon was related with several public organizations which consist of Bureau of Budget, Census Bureau, Economic Cooperation Administration, President's Science Advisory Committee, Chairman of American Social Science Research Council, etc. he was also linked with numerous other government and business organizations and member of professional associations of political science, economics, psychology, sociology, computer science, management, philosophy, etc., this indicates that he was a real social scientist.

### **11.2 Contributions of Herbert Simon:**

The most important contributions of Herbert Simon rewarded a frontal attack on the structural approach. He criticized the principles of organization and called them as proverbs. He also stated that the principles are contradictory and within unpredictable.

### **11.3 Influences on Herbert Simon:**

Simon was influenced by notions of Mary Parker Follett on group dynamics in organizations and the human relations approach pioneered by Elton Mayo and others. He was also influenced by Barnard on Functions of the Executive, had an optimistic effect on the thinking of Simon about administration. Simon is one of the most influential social scientists and his role in shaping 20<sup>th</sup> century social sciences was unparalleled. He wrote over 1,000 highly cited publications, several of which were translated into different languages including Turkish, Persian and Chinese. His publications, can be classified into disciplines, such as, public administration, political science, operation research, management, system's theory, organization theory decision theory, economics and econometrics, sociology, social psychology, cognitive psychology, socio-biology, mathematics, philosophy, linguistics and

computer science. In 1930s, Simon started his research work on city management that later concluded into a book titled “Measuring Municipal Activities”, in 1938.

#### **11.4 Works of Herbert Simon:**

In 1947, Simon published his doctoral dissertation, “Administrative Behaviour” and it is considered as one of the top ten most influential works in the political science, public administration and management of 20<sup>th</sup> century. Later in 1958, he published ‘Organization’ and his main publications comprise of ‘Public Administration in 1950, in 1953, Fundamental research in administration, in 1960, The New Science of Management and Shape of Automation, in 1969, science of Artificial and in 1972, Human Problem Solving.

#### **11.5 Decision Making Theory by Herbert Simon:**

One of the important input to the public administration by Herbert Simon was his theory of decision making process in the administrative institution, and he stated this theory as the ‘heart of the management’. He also associates the decisions making process to administration, he states, that the public administration theory, should have consisted of those aspects which allow the rational decision making in the institution. To this trait, he familiarized his well-known dichotomy which is known as ‘value-fact dichotomy’. He stated that the decision making process has based on two important principles like, ‘value premises’ and ‘factual premises’. To quote Simon: decisions are somewhat factual proposals. To be certain, they are descriptive of a false a firmly empirical logic; but they possess in addition, an authoritative quality they select one, future state of affairs in preference to another and direct behaviour towards the chosen alternative.

Simon stated that the factual premises in the decision making can be assessed as ‘correct’ or ‘incorrect’ in an objective and experimental way whereas the value premises in the decisions unable to adjudicate as correct or incorrect but they must be taken as they are. The difference between value and factual premises impacts the appeasement of responsibility and accountability. Simon powerfully highlights that the values and factual premises must be detached to construct a science of public administration.

The theory of decision making by Herbert Simon rotates around the following three thoughts.

- Satisfying upon Model



- Organizational Decision-Making
- Rationality in Decision-Making

The above aspects may be elaborated in the following manner.

### **11.6 Satisfying upon Model:**

Simon proposes a new decision-making model to begin his analysis, he mentions to this model as “Satisfying Man,” that is, a decision maker who, as of the restrictions on his reasoning and analytical capabilities, agrees to the substitutions that are just reasonable or adequate in respect to his ambition levels. Simon notes that there are numerous substitute replicas of man as a decision maker. The psychological model of man as a decision maker highlights the active thoughts in decision making. The sociological ideal highlights the role play with little room for choice. By suggesting this model of Satisfying Man, Simon accepts an intermediate pathway between these substitutes and the Satisfying Man can be differentiated from Sociological Man, in that his decision-making is entirely not determined by social roles. He is well-known from Economic Man by being incomplete in his reasoning and investigative aptitudes. Simon identifies that a nature of science need to provide both touching and reasoning features of human behaviour, his chief anxieties are reasoning features. He defines his assignment as the rebuilding of theory to deliver clarification of rational human behaviour with some pretence of practicality. Simon is mainly worried with differentiating Satisfying Man from Economic Man.

The model of Simon suggests that the decision maker plays a humble role since he is logical and satisfies because he has not wanted to maximize. While making decisions, Satisfying Man will not inspect all probable substitutes and also overlooks most of the compound interrelationships present in the world, and he apply comparatively modest rules-of-thumb while he makes decisions.

According to Simon, the meaning of rationality rest in the manner by which one defines this word, the definition of Simon about the rationality has two necessities. First, the amount to which suitable path of action is really chose means the outcomes, and second the definition must take into consideration about the efficiency and restriction of the measures used to make decisions means process. Thus, Simon defines rationality as “the selection of preferred behavioural alternatives in terms to some system of values whereby the

consequences of behaviour can be evaluated”, Besides, Simon divided rationality into some kinds. According to Simon, objective rationality is correct behaviour for maximizing given values in a given situation. Conscious rationality is a conscious correction of means to ends. Organizational rationality is focused on the aims of organization whereas individual rationality is concerned with individual goals. Simon accepts that rationality is restricted at one time by subconscious and non-deliberate alterations of means to ends and at the other time by conscious and deliberate adaptations founded on knowledge. Maximum decisions of course, would drop anywhere between these limits. The assumptions of Simon are all human behaviour has a rational element and his claim that we go outside the thin limits of economic rationality in examining and evaluating the human behaviour.

### **11.7 Organizational Decision Making:**

The attempts of Simon to examine the real processes of decision making in the organization. Simon separated the decision processes which are observed in organizations into two classes and they are, programmed and non-programmed categories. These two decision process save some joint characterizes, besides their variances.

First, both the programmed and non-programmed decision making processes start with the definition of the condition. Simon defines the condition by asserting that the insight of decision-makers about the likely proceedings in the future the range of substitutes accessible to the decision makers, prospects concerning the concerns of those alternatives, and rule for placing the concerns according to the likings of the decision maker.

The second mutual characteristic of the two kinds of decision making processes is that the, decision maker relates activities with the final ends of the organization. This means' the ends chain contains of both factual and value magnitudes. The value element of means-ends chain is the collection of the final end of the organization.

The significant aspect of the means-ends chain is that, it presents some uncertainty in the relationship between alternatives and their consequences. First, the outcomes of uncertainly is in confusion, in the decision making process and powers the decision maker to practice his own judgment concerning about the relationships between alternatives and consequences. Second, uncertainly means that the decision maker will take “value indicators” instead of final objectives into attention to select between alternatives. The value

indicator is at the greatest-level objective in the means-ends chain in such a way that the phases necessary to see the objective can be expanded and that the objective can be measured to regulate whether it has, in fact, been attained.

The third characteristic is common to both the programmed and non-programmed decision making is that, the decision making process is separated into dissimilar independent steps an allotted organizational subunits. The higher level units brand broad outline of the decisions and depute exact concerns to the subordinate units. Though, this will effect in what Simon calls a “loosely coupled” system in which the objectives of the organization and its subunits are rarely prepared to accept.

The fourth mutual characteristic is that “satisfying” rather than “optimizing” principles are used in selecting between the alternatives. Therefore, Simon differentiates satisfaction from improving criteria. One develops a set of criteria that allows all substitute therefore be related for safeguarding optimization. The enhancing decision maker chooses one substitute by means of these criteria, from all the current alternatives. On the other hand, the decision maker frames a set of criteria that helps to select reasonable substitutes.

#### **A .Programmed Decision Making:**

In programmed decision making the similar motivation happens at all the phases and the organization grows a certain process for control dissimilar conditions. The process contains a “performance program” which controls the arrangement of answers to a decision performance programs differ in respect to their amount of specificity. Programmed decisions are made conferring to accept performs rather than by consideration of substitutes. This performance programme covenants with a limited variety of circumstances and concerns, and every program is performed in comparative independence from other programme. The Performance programmes can be developed at all stages in the organization. In common, upper levels of the organization are more anxious with organising programmes established somewhere else than the ones which are the results of new developed programmes. Programmed decision making is a limited process by which hunt for substitutes is either incomplete or completely absent. Monotonous motivations function as a means for recognising circumstances for making decisions. Performance programmes, determine the alternative of choice.

## **B. Non-Programmed Decision Making:**

Non-Programmed decisions are completed in reply to new motivations for which no structured reply occurs. Therefore, non-programmed decision making contains some search activity which monitors expectable and arranged outlines.

The space of performance might be the outcome of poor performance or earlier decisions subsequent influences like facing new opportunities, or a mixture of those factors. The scope of the presentation gap usually determines the concentration of the search for alternatives. If the space is too small, then it may harvest indifference, on the other hand if it is too large, it may crop frustration.

Simon classifies a number of processes that are employed in developing non-programmed decisions. Usually, organizations have trusted upon judgment, rules of thumb, and the choice and training of executives to handle non-programmed decision making, Simon advocated that these traditional techniques can be enhanced by training non-programmed decision making for the top executives and it is their responsibility, and the description of an exact unit in the organization so as to deal with non-programmed decisions. Simon states that a number of modern techniques were established for dealing with non-programmed decision making. Modern techniques of problem solving are based on computer analysis of real decision makers when they involve in problem solving jobs. This examination is planned to uncover, evaluate, systematize and routinize the customary techniques of judgment, intuition, and creativity.

### **11.8 Rationality in Decision Making:**

Though Simon broadened the possibility of the term “rationality”, he would not mean that all decisions of the organization are essentially rational. This is because all the obtainable data and analytical abilities might not be used to the fullest level in the process of decision-making. The definition of the position may not be an exact picture of the decision situation, and therefore the problem itself may not be expressed properly. This uncertainty might lead to non-rational decisions if the assumptions drawn from the raw data are not suitable to the data acknowledged by the decision makers and therefore, deliver defective premises for following decision making in the organization. The main worry of Simon was concerning the rationality of decisions, the genius of displacement of goals, and a process in which

instrumental values of goals are either replaced for the final objectives of the organization or become significant because they have needed concerns that were not originally expected.

Simon states that the shift of goals may also result from the use of value indicators in the decision making process. As specified before, the value indicators are the upper level operational aims in the means-ends chain. Value indicators are active because of uncertainly existing at the upper levels of the means-ends chain and the resulting incapability of institutional decision makers to completely elaborate the chain. Likewise, the shift of aims is probable to go ignored, since, the final goals of the organization cannot be specified operationally and the institution will have no method of determining whether its eventual goals have been attained. Simon stated about the decision making processes are probable to be rational only in an individual and restricted logic, and they may not always be rational even in that sense.

A new theory of Public Administration on decision making was stated by Simon. He highlights that decision making process must be made the heart of administration. The choice of Simon in the decision making theory decisively rooted in the behavioural aspect and it signifies radical exit for the classical approach to public administration. Simon projected the fact-value dichotomy the vital component in the decision making theory to build a science of Public Administration.

The decision making theory of Simon is not short of limits, and his value-fact dichotomy, conceptions of satisfying man, and rationality all are exposed to Spartan criticism for their gaps. It was criticized that, fact-value dichotomy unsuccessful to pronounce the scientific field for a science of Public Administration. It was stated by the critics that fact-value dichotomy of Simon defines rather thin and restricted areas for the building of applied science of public administration. The Satisfaction Model idea is also exposed to strong criticism. It was opposed that this concept rises the important question and rationality was defined by Simon delivers a base to differentiate among rational and non-rational behaviour. This model has restricted analytical value and was also criticized that the decision making model of Simon was too general and unable to guide the decision makers.

Even though it has these lets and insufficiencies, Simon's decision making theory has an important and has an impact and value in the theory of public administration. It was broadly acknowledged that this model made a foremost innovation in the progress of this theory.

### 11.9 Conclusion:

The studies of Administration have developed a theoretical concepts of social systems and some vital ideas of human behaviour. An amount of efforts were prepared during this period to conceptualize and theorize on what was being revealed about man at work and are measured as precursory stages on the development of organizational theory. They are named as behavioural studies, one of the important input to the public administration by Herbert Simon was his theory of decision making process in the administrative institution, and he stated this theory as the 'heart of the management'. He also associates the decisions making process to administration.

One of the important input to the public administration by Herbert Simon was his theory of decision making process in the administrative institution, and he stated this theory as the 'heart of the management'. He also associates the decisions making process to administration.

### 11.10 Model Questions:

1. Critically examine H.A. Simon's Decision Making Approach. Estimates its place in the Administrative Theory.
2. State and criticize Simon's Decision Making Model.?
3. Bring forth the salient aspects of Simon's Decision Making Approach. How was it criticize?

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## Lesson 12

# MOTIVATION THEORY – ABRAHAM MASLOW

### Structure:

- 12.0 Objectives
- 12.1 Introduction
- 12.2 His Works
- 12.3 Theory of Hierarchy of Needs
- 12.4 Eupsychian Management
- 12.5 Critical Evaluation
- 12.6 Conclusion
- 12.7 Questions
- 12.8 References

### 12.0 Objectives:

1. Students would know about the Abraham Maslow and his early life
2. Students would be able to know about the motivational theory
3. Students would be able learn about theory of hierarchy of needs

### 12.1 Introduction:

The Theory of Hierarchy, was established by Abraham H. Maslow. Which explains about the human motivation. The likes of Maslow to understand human behaviour was the outcome of his early career as a psychologist. He vexed to recognise human behaviour by the help of psychoanalysis. His clinical experiences as a psychologist allowed him to develop his five level theory of need hierarchy. And constructed using his studies, Maslow started writing a book during the 30's and it was 'intended to be a systematic psychology of the older type'. Maslow's writings created interest among other clinical and personality psychologists, but managers and administrators began to read Maslow's thoughts only after McGregor popularized them.

Abraham Harold Maslow was born on 1<sup>st</sup> April, 1908, in Brooklyn, New York, USA. And he died on 8<sup>th</sup> June, 1970. Maslow was the oldest of seven children and his parents were first generation Jewish immigrants from Russia, who were not intellectually oriented but valued

education. Maslow's parents immigrated to the U.S. in the beginning of the 1900s in order to flee from Czarist prosecution. He was an American sociologist and he was very famous for his conceptualization of "Hierarchy of Human Needs", and he was regarded as the Father of "Humanistic Psychology". From 1937-51, he was the faculty of Brooklyn college and from 1951- 69, he was the professor and chair of the Psychology department at Brandies University and later he was Roosevelt Fellow at the Laughlin Institute in California. He stressed the importance of focusing on the positive qualities in people, as opposed to treating them as a bag of symptoms.

### **12.2 His Works:**

He wrote widely on psychology that arose in 1950s and 1960s which was later denoted as "the third force". He collected his early publications and brought out his popular book in 1954, "Motivation and Personality". In 1943, his significant publications contain "A Theory of Human Motivation", "Religion, Values and Peak Experiences" in 1965, and "Eupsychian Management" in 1965.

### **12.3 Theory of Hierarchy of Needs:**

For the human behaviour, the most significant feature is motivation which generates incredible extent of worry and interest among both the academics and practitioners to understand it properly. In a wide sense, the word motivation is used to represent the internal condition or determination that forces or triggers or guides the persons to work for accomplishing the aims of the organization. Theories which gives motivation are established to examine the behavioural accountability and so that employees can work for the gratification of their diverse requirements.

Abraham Maslow has established a theory to enlighten the strong point of definite requirements of the individuals. He stated that, there appears to be a hierarchy in which human wants position themselves. This theory of Maslow is called as "Theory of Hierarchy of Needs", he classifies the resulting as human wants in order of importance.

1. Physiological needs:

The psychological needs such as, Food, Clothing, Shelter etc.

2. Safety or Security Needs:

Safety or security needs such as, Freedom from fear, disease and danger.

3. Social or Affiliation Needs:



Social or affiliation needs such as, Association with others, interpersonal relations etc.

4. Esteem or Recognition Needs:

Esteem needs like, Self-esteem, recognition from others, respects.

5. Self-Actualization Needs:

Self-Actualization needs like, increased responsibility, challenging work, growth and development.

Maslow arranges the human needs according to hierarchy, he states that,

According to Maslow, human beings principally attempt to gratify their physiological needs, later continue to endeavour for the accomplishment of other needs such as safety, social esteem and self-actualization needs in that hierarchical order. He states that one “satisfied” need gives room to a new one and that it goes on like that. Physiological needs incline to have the uppermost strong point till they are fairly fulfilled because they are elementary human needs. When they are satisfied, then the other needs like safety or security needs become major needs, this displays worry about the future. While physiological and safety needs are equally fulfilled then it becomes the priority for social or affiliation needs which would arise as dominant in the needs list. Once they attained those then they think about the need for gaining esteem and when the esteem need begins to be sufficiently pleased, the self-actualization needs become important need.

### **1. Physiological Needs:**

The physiological needs are the biological needs of the individuals such as, hunger, thirst, sex, etc. The needs that are usually taken as the starting point are the physiological needs. For, Maslow the physiological needs are the greatest of all needs. The needs of hunger, thirst, sleep and sex are examples of this type of needs. A person, who is needing food, sleep provides highest prominence to the gratification of this need, than for any other need.

Most of the people want only their physiological needs to be satisfied and they are not concerned much about community life, love, liberty, etc. People enjoy eating several kinds of enjoyable food and they have a great hunger for it. There is a popular saying that the way to a man’s heart is through his stomach. When the physiological need is fulfilled, the human being looks onward to gratify other social wants. When hunger is satisfied, food becomes insignificant for the person for the time being until he feels hunger again.

## **2. Security Needs:**

Any human being wants safety in his life, so that he can lead a happy and satisfied life. After satisfying his physiological needs the next importance for a person is to look for safety, security, stability and protection, even infants and kids desire for safety. A child who is sick wants assurance from his parents that he will be taken care of and his sickness will be cured. A new significant feature of the security need is particularly seen in offspring is their preference for a measure and monotonous in daily life, the same thing can be observed even in grown up adults and they need some rhythm and routine in their daily lives and they do not need it to be troubled in any situations. In a peaceful, civilized and orderly society, the safety and security needs will be given top priority at any stage by the government and in such places, safety need is no longer a motivator. Even employees desire for security and safety in jobs. They need a permanent job and a large bank balance. Some of them even get psychologically bothered when they lose jobs. That is the reason the trade unions are formed so that they can defend the employees. People also invest large amounts of money in insurance companies for financial security.

## **3. Social Needs:**

When the physiological and the safety needs are equally well satisfied at that moment then the priority will be for love and affection and belongingness wants. At the present the person will desire for loving relations with people in general, namely for a place in his group, for attain this he will struggle hard for this aim. Virtually, all the theorists have strained that neglect of the love wants will leads to instability.

Aristotle stated that man is a social animal, he also search for love, affection and belongingness from other human beings and at the same time form the society in which he lives. Once his physiological and safety needs are satisfied, the he looks for an individual desires for love and liking. They are the social needs and the person with social needs feels the absence of family and friends, spouse and children. It would be very problematic for him to live alone and isolated life for a long time. He desires affection from his people. This desire would be very high in those people where, children are broken from families or single parent families develop a strong desire for love and affection. This needs make a strong influence on their behaviour deliberately and unintentionally. The wish for love and affection is not identical with the desire to have sex, which is a mere physiological need.

#### **4. Esteem Needs:**

In our society most of the people have need or desire to have a steady and confident built high appraisal of themselves so that they can attain self-respect, or self-esteem, recognition, appreciation etc. These needs can be categorised into two subordinate groups. The first desire will be to have strength, achievement, adequacy, confidence and for independence and liberty. The second desire will be for reputation or prestige, recognition, attention significance or appreciation.

Gratification of the self-esteem needs leads to have the outlooks of self -confidence, ego-satisfaction, worth, strength, capability of being useful which are very much needed in the world.

#### **5. Need for Self-Actualization:**

This Self-actualization is regarded as the maximum need of any person, and the word 'self-actualization' was coined by Kurt Goldstein. The self-actualization want is the uppermost need even among the hierarchy of needs. It is focused to examine the meaning and purpose in life, therefore, it can be treated as higher goal. It is obvious that if all the other needs are fulfilled without satisfying the need of self-actualization, then an individual still senses impatient and irritated. The reason for this is, there would be a strong wish to attain superiority in his/her chosen field. The want for self-fulfilment, actualization and living a meaningful life is reflected in this need. But this desire or need is not replicated in the same manner in each person and it differs from person to person. The desire to outclass is not the identical in every person and also their abilities.

Whereas mentioning about the self-actualization need, Maslow stated a diversity of expressions to refer this level. But it need be recollected that a pre-requisite situation for the fulfilment of self-actualization need is the achievement of physiological, safety, love and esteem needs. But in some circumstances, people are from very deprived families or without getting any love or affections attain something would be remarkable.

In our society, very small portion of the population is mainly self-actualizing, and he stated self-actualization in the following words. "A musician must make music, an artist must paint, a poet must write, if he is to be ultimately at peace with himself. What a man can be, he must be. This need, we may call self-actualization". It is considered that the Self-actualization is the main force that makes the man to go forward. In order to study the self-actualizing need, Maslow used the process of biographical by studying the lives of well-

known personalities such as, Abraham Lincoln, Mahatma Gandhi, Thomas Jefferson, Eleanor Roosevelt, Albert Einstein, etc. He also gone through their writings and established a convinced list of alike qualities in their lives which he called self-actualizers.

Maslow stated that this hierarchy or sequence of wants regulates the priority, which will be accorded when more than one type of need remain unfulfilled. Specifically, he indicates that the human behaviour is all the time controlled by the lowermost command or group of desires which stays unfulfilled. It is very much important to recognise the theory of Maslow whether the management is focussed to gratify an earlier need of workers which was not been satisfied or a want which in fact does not exists because it has been gratified already.

Out of the five kinds of desires mentioned by Maslow, the desires like physiological and safety needs are biological and considered as the elementary needs, and the other desires regarded as the acquired needs. If any organization has to be successful then have to gratify the needs of basic ones. To satisfy some of the social needs it is very much important to have interactions and associations shaped in the institutions. The higher level desires like esteem and self-actualization desires would get very lower consideration.

It is obvious that the goals which are connected with physical, safety and social desires are mainly attained by external forces which are under the regulation of the management and the desires like esteem or ego, status, recognition also can be achieved by outward forces.

Maslow did not mean that his hierarchy need theory must be openly applied to motivate the employees in an institution. In reality, he did not drive into the features of motivation of employees who are working in organizations till twenty years after he initially recommended his theory. Even though the absence of interest of Maslow, the other scholars like McGregor promoted the theory of Maslow in management literature. This theory has a marvellous influence on the modern management method to motivation. There is strong recognition of his basic expectations about the needs of the peoples.

#### **12.4 Eupsychian Management:**

Maslow has been familiarised another concept which is known as, “Eupsychian Management”, he stated about this concept as, an institution must be designed in a way that the employees must be very much pleased and contended for their desires of safety, love and self-actualization. He also mentioned that, to gratify the desires of the workers, the organisation has to examine very carefully on the grievances received from the workers.

### **12.5 Critical Evaluation:**

The theory of hierarchy of needs of Maslow, has been criticized on the basis of defective methodology, because he just choosing a lesser number of people, reading about them or conversing by doing so, he drawn the conclusions about them as self-actualizers, which is seems to be very good idea and methodology. In his criticism, Dunham stated about this as, while Maslow commenced a lot of research studies in this area, his theory he has never been verified sufficiently as a comprehensive theory for a number of methodological reasons. Some of the scholars also touched that the wants are not supposed to be from a lower order to a higher order, nor can they be separated into water tight compartments. Maslow's concept of self-actualization of Maslow has been criticized as unclear, inaccurate and too general and vague.

Wabha and Bridwell stated that, there is no strong clue that human wants are categorised in five distinct groups, these groups are planned in a special hierarchy. There is some proof for the presence of perhaps two kinds of desires, although this categorization is not always operative.

The other criticism against Maslow is that the concept of self-actualization is very unclear with a philosophical association and a generic meaning. The stress on self-actualization hurts from ambiguity of its concepts, and looseness of its language and the insufficiency of proof connected to main arguments. Maslow unsuccessful to term the methodology approved by him to study the self-actualized people or on what base he had chosen for study. Maslow was also criticized for not taking into concern of the environmental aspects like schooling and personal care that can enable or obstruct self-actualization.

### **12.6 Conclusion:**

In conclusion, it can be said that the need hierarchy ideal established by Maslow is highly useful because of its rich and complete understanding of the wants and desires of the people which control their behaviour. In spite of its restrictions, this theory is still applicable because the needs are very significant for understanding the human behaviour. It has a strong demand for modern managers in all settings. Even today, it has been extensively acknowledged because of its enormous emotional appeals. It is still surviving because of its aesthetic value rather than its scientific validity.

**12.7 Questions:**

1. Describe about the motivational theory?
2. Give a critical analysis of his theory of hierarchy of needs?

**12.8 References:**

1. Sharma, M.P., and Sadana, B.L. (2010)-*Public Administration in Theory and Practice*, Kitab Mahal, New Delhi.
2. Maheswari, S.R., A. Avasthi, (2010) - *Public Administration*, Lakshmi Narain Agarwal, Agra.
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## Lesson 13

# THEORY 'X' AND THEORY 'Y' – DOUGLAS MCGREGOR

Structure:

13.0 Objectives

13.1 Introduction

13.2 McGregor's Theory of 'X' And Theory of 'Y'

13.3 Theory "Y"

13.4 Conclusion

13.5 Model Questions

13.6 References

### 13.0 Objectives:

1. Students would know about the Douglas McGregor and his early life
2. Students would be able to know about the theory "X" and theory "Y"

### 13.1 Introduction:

Douglas Murray McGregor was born in 1906, at Detroit in Michigan USA, and he died in 1964. While he was studying in the school he worked as the night clerk and also played piano. He registered for a psychology degree at the College of the City of Detroit, and now it is called Wayne State University. In 1932, he achieved Bachelor's degree from Wayne State University, and Masters, in 1933, and he obtained his Ph.D. in 1935, in psychology from Harvard University. Later, he joined as a lecturer at Harvard University, after two years in 1937 he moved to MIT Sloan School of Management. While he was with MIT, found Industrial Relations section and also started consultancy work. In 1948, he became President of the Antioch College in Yellow Springs. In gratitude of his involvement, the main Antioch College was named as Antioch University McGregor and it generally known as just McGregor. In 1954 he returned to the MIT as a faculty member. He worked as Director of Social Science Research Council and National Training Laboratories.

The enormous classic of McGregor, was, "The Human Side of the Enterprise", which symbolises the turning point in the history of management movement. It is regarded as the most unique and influential book on industrial psychology. McGregor recognised some methods of producing an atmosphere within which employees are motivated either over direction and control or by the mixing and self-control. In many articles, he stated professional managerial skills make an expressive appeal for a make 'new social architecture', a new value system to which man and management can advantageously pledge themselves for the accomplishment of professional goals. His other book "The Professional Manager", is a major stride ahead of his unusual thinking in connecting behavioural concepts to organization behaviour and presentation with occasional understanding how the human side of the enterprise can be advanced through suitable managerial intervention and understanding.

It is obvious that several activities of managers which are not planned to touch the motivation of the persons, but somewhat to make simpler management or to advance controls have a certain motivational influence. In fact, a good contract of present management practice really has discouraging the outcome in the sense of affecting the

employees to perform in such a way that prevents the interests of an organization. The psychological needs of people which are linked to their particular job were examined by Douglas McGregor, and he suggested his famous theories 'X' and 'Y', in 1961, which can be seen in his renowned book, "The Human Side of an Enterprise". John R. Maher stated about the principal notion of McGregor was very simple, the expectations we make about other people how we behave towards them and moreover, the way in which we behave towards them determines how they behave towards us.

### **13.2 McGregor's Theory of 'X' And Theory of 'Y':**

It signifies the customary vision of direction and control. The expectations of theory 'X' are as follows:

- The normal man dislikes and evades work.
- Maximum number of the people are not aspiring, they have a petty wish for accountability, and prefer to be directed.
- Most of the people have little capability for creativeness in resolving problems of the organization.
- Motivation happens only at the physiological and safety levels.
- Most of the people must be carefully controlled and frequently forced to attain aims of the organization.

According to theory 'X' assumptions, the world is thought to be occupied by all kinds of people and managing them is mainly a matter of attentiveness, providing their requirements of security with numerous fringe benefits, and putting them under the risk of unemployment. Abundant of the works on the traditional organization theory which put importance on assured principles, centralized authority and control had taken these assumptions for granted.

The 'X' theory of McGregor proposes that the important 'Contract' among an employer and an employee in the out-dated organization is an approval of outside control in exchange for money and other payments. As this type of management drives in contrary to the welfare of individual workers it makes fights and wastes the capabilities of both the individual and organization. The Manager who agrees with theory of 'X' assumptions sense that the external control is obviously suitable for handling untrustworthy, negligent and immature employees in the organization.

According to McGregor customary type of organization which stress upon central decision-making, higher subordinate relations, and outside control of work is grounded upon assumptions about human nature and human motivation. They are very alike to the opinion of human defined by Mayo in his human relations theory.

McGregor studied if the above opinion of human is truthful and the practices of management based upon it are suitable in a democratic society. McGregor established that the assumptions on theory 'X' about the human nature are usually incorrect and management methods built on these assumptions will frequently be unsuccessful to motivate the workers to work hard so that they can attain the aims of organization. Organization by observing strict control may not succeed in doing so, according to McGregor, it is because it is not an suitable approaches for motivating employees whose physiological and safety wants are fulfilled and their social, esteem and self-actualization wants are becoming biggest ones.

McGregor proposes that the management must implement practices which are established on a correct thought of the nature of man and human motivation. Therefore, McGregor



established a substitute theory of human behaviour named as, the Theory 'Y'. This theory undertakes that people are not by nature lazy and unreliable, it highlights that man can be self-directed and innovative if appropriately motivated. So, it would be the accountability of management to apply this prospective in human being. The workers who are properly motivated marks all the conceivable pains towards achieving the aims of the organisation.

### 13.3 Theory "Y":

The foremost assumptions of 'Y' theory are as follows:

- If the circumstances are favourable then the work is as natural as play.
- Self-control is frequently essential in attaining aims of the organization.
- The capability for inventiveness in resolving the problems of organization is broadly dispersed in the people.
- Motivation can happens at the social esteem, self-actualization levels, as well as physiological and security levels.
- People can be self-directed and innovative at work if correctly motivated.

The theory 'Y' targets at the mixing of the aims of the persons with those of the organization reasonably than at the conquest of one by the other. It also looks to encourage not a free work force but a self-regulating one, not anarchy on the other hand voluntary support created on self-interest.

It can be realised that the Theory 'Y' is not contrary to the want for authority but identifies it as simply one of the numerous approaches of control and it is also suitable for some of the time but not every time. The theory states that if power is an unsuitable supervision then the employees' sense devoted to achieving the goals of organizations. If financial benefits are followed by the potentials of personal development, it would work as an authoritative motivating element. In theory 'Y' the job of management is to brand as a means for the expansion of competence, self-control, and a logic of achievement amongst the workers. For McGregor management would essentially be in more operative command of the organization under this system than under an authoritarian method.

According to 'Y' theory this kind of management needs a great pact of trust in the aptitudes and honesty of the employees and their preparedness to take up accountability. Additionally, the management must undertake that the employees are talented to run their department without managers. The managers need to study the gentle art of not upsetting the subordinates with their power and they must not stopping them with their self-assurance, and convince their contract with the eagerness. They have to power them to grow by their own explanations. Though, they must also use some limit upon the workers. To tool this theory 'Y' efficiently, then the managers need to learn what type of imprints they really create on their subordinates. And in advance they have to deal very delicately with the employees, they necessarily have to develop more sensitiveness for themselves. They need to cultivate habit individually to reach the higher stature, in terms of self -awareness and self-acceptance.

As a method to reach the mellowness, McGregor mentions about the "training group" gatherings which must be in the way of sequences of set of conferences in the supervision of a psychologist in which the contestants state about their attitudes liberally and outspokenly. The Managers who agree the Theory 'Y' assumptions on human nature must not control or closely supervise the environment of work of employees. As an alternative, they must try to support their employees by exposing them to less important external control

and permit them to undertake more self-control. Employees who need to attain the gratification of their social, esteem and self-actualization desires this kind of environment in the organization. If the organization ensures not to offer this environment for the want of employees satisfaction will commonly look somewhere else for their desire for satisfaction.

McGregor thinks that the work is as natural and can be observed by people as play. There is difference between work and play, at the same time, under Theory 'X' there is a variance between play and work. Whereas play is controlled within by the person (he chooses what he wants to do), work is controlled by others outwardly (the worker has no control over his job). Hence, the traditional theory of management and its assumptions about the nature of human are constructed upon the change between work and play that looks unnatural. As a result, individuals sense that they are very busy and on this grounds they attempt to evade their work in order to gratify their esteem and self-actualization desires (if they have sufficient money to gratify their physiological and safety needs). Then, they are adapted to the practices the theory 'X' type of management and utmost employees ponder work as a essential evil relatively than a cause of personal test and fulfilment.

#### **13.4 Conclusion:**

In instantaneously, it can be established that the 'X' and 'Y' theories are completely differing theories. Theory 'X' is linked with mental sickness, while Theory 'Y' with mental health. Theory 'X' trusts in adverse motivation, while Theory 'Y' trusts in positive and inherent motivation. Theory 'X' rely on in bureaucracy, while theory 'Y' rely on in democracy. Theory 'Y' is extra lively than theory 'X' and it is more positive about the likelihood of human development and growth also apprehensive with self-direction, self-control and self-responsibility. McGregor himself understood the insufficiencies of theory 'X' and deriving from A.H. Maslow's need hierarchy he created his 'Y' theory to clarify the elementary assumptions of managers about the nature and essential desires of the people employed in organizations and tried to reconcile the dissimilarities between the traditional and present management theories. The assumptions of 'Y' theory was extensively acknowledged since it is very methodical and reliable with the values of democracy.

#### **13.5 Model Questions:**

1. Critically examine Maslow's Need Hierarchy Theory?
2. Critically examine McGregor's 'X' and 'Y' Theories?
3. Explain how does the McGregor's "X" and "Y" theories help the understanding of human motivations?
4. Comment on the importance of Maslow's Need Hierarchy Theory?

#### **13.6 References:**

1. Sharma, M.P., and Sadana, B.L. (2010)-*Public Administration in Theory and Practice*, Kitab Mahal, New Delhi.
2. Maheswari, S.R., A. Avasthi, (2010) - *Public Administration*, Lakshmi Narain Agarwal, Agra.
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# ECOLOGICAL APPROACH – FRED RIGGS

## Structure:

- 14.0 Objectives
- 14.1 Introduction
- 14.2 Ecological Approach
- 14.3 Structural-Functional Approach
- 14.4 Fused Model
- 14.5 Diffracted Model
- 14.6 Prismatic Model
- 14.7 Heterogeneity
- 14.8 Formalism
- 14.9 Overlapping
- 14.10 Sala Model: Administrative Sub-System of a Prismatic Society
- 14.11 Critical Appraisal
- 14.12 Questions
- 14.13 References

## 14.0 Objectives:

1. Students would know about the Fred Riggs and his early life
2. Students would be able to know about the ecological approach
3. Students would be able learn about critical appraisal of ecological approach

## 14.1 Introduction:

Fred W. Riggs was born on 3<sup>rd</sup> July, in 1917, in Kuling, China, and he died on 9<sup>th</sup> February, 2008 in USA. He was one of the forerunners in administrative model building and theory creation and is one of the supreme Administrative Thinkers in the field of public administration. He was well recognised for his works in Comparative Public Administration especially Riggsian Model. He was Professor Emeritus at Political Science Department of University of Hawaii.

He obtained his Ph.D.in 1948, from Columbia University, in Political Science. From 1948 to 51, he worked as research associate of the Foreign Policy Association, from 1951 to 55, he

was an assistant to the Director of the Public Administration Clearing House in New York, and from 1956 to 1967, as a member of the Department of Government Indiana University. Later from 1967 he was been a Professor of Political Science at the University of Hawaii. He has also been a senior specialist at the East-West Centre, University of Hawaii, and a fellow of the Centre for advanced study in the Behavioural Sciences at Stanford. He was also the first Chairman of comparative administration group. He published many books in Political Science and Public Administration, more specifically in comparative administration and development administration.

To study the related relationships between organizations and their environment, the ecological approach was first been implemented in the biological sciences. In its broadest sense, the ecological approach mainly emphasizes on combined life somewhat than the individual activities and values. The origin of ecological prominence in public administration can be drawn in the writings of John M. Gaus, he illustrated the writings of sociologists and anthropologists of 1940s, who had in turn borrowed the idea from the biologists of 1920s. Gaus attentive on recognising the vital issues in the environment and how they influence the administration by a systematic understanding of this system. These factors like, technology, people, place, wishes, ideas, personality etc.

In comparative, literature of Public Administration, the ecological approach deals with the study of interaction procedure between the administrative system and the environment in which it functions. The emphasis is because it reflects administrative system as one of the different basic organisations in the society. Which means, the administrative system endlessly relates that means, it is affected by the socio-economic and political subsystems of the society. R.K. Arora stated about it as, the comparative administration must focuses upon the interaction among an administrative system and its outside environment, and it also learn the dynamics of socio-administrative alteration in the background of such interaction.

In the study of comparative public administration, Riggs recognized three extensive developments, like, normative to empirical, ideographic to homothetic and non-ecological to ecological. Riggs be influenced by the concepts of developed in other subjects to enlighten the ecology of public administration. He lent the concepts from sociology, physics and biology to recommend new theories and models in public administration. To enlighten the theories of his administration, Riggs used three important analytical tools such as, 1. ecological approach, 2. structural-functional approach and 3. ideal models.

## **14.2 Ecological Approach:**

Ecology, means the study of environment and it is a term hired from biology. It talks about the science related with interrelationship of organisms and their environment. It is apprehensive about the interdependence of living organisms and their physical and social environment and how they depend upon the environment to keep the balance so that they survive. Whereas, the ecology of public administration is considered as the interaction of administration and its environment to understand this it needs a abysmal thought of the society and the different factors affecting its operation.

In fact, in the study of public administration the ecological approach in the study of was introduced earlier to Riggs by J.M. Gaus, Robert A. Dahl and Robert A. Merton. However, Riggs was the person who contributed to this approach. According to J.M. Gaus, 'Ecology of public administration', which includes the study of 'people area or property, physical and social technology wants of the people, thoughts, individuality and emergency conditions'. This idea was further developed and analysed by Riggs, with the relationship between the administration and economic, social, technological, political and communication issues in a bigger perspective. He enlightened how environmental circumstances impact administrative system, on the base of his studies in Thailand, and Philippines.

## **14.3 Structural-Functional Approach:**

This structural-functional approach imagines that definite significant functions have to be supported out by number of organisations by the request of certain detailed approaches in every society. Organisations may mean the mechanism of administration or any other such mechanism by which the functions are settled. In each society five significant kinds of functions are cleared, was stated by Riggs and they are like, social, economic, communication, symbolic and political functions.

## **14.4 Fused Model:**

The magnificent China was chosen by Riggs and the pre-revolutionary Siamese Thailand as instances to characterise his notion of fused society. These societies have no classification of purposes and a single structure transmits a number of functions. These societies severely rest upon agriculture only and no industrialization and modernization. Their economic system is mainly founded on law of exchange and swap system and Riggs stated as

'redistributive model'. In the administration of the country the royal family has a significant role. The King and the officials perform all the administrative, economic and other activities by themselves. The relations between the government and the people are normally very little. King was respected by the citizens over the spread out service and performance of material goods, without imagining anything in return. The government is not responsible to the people although public has a responsibility to admire the government.

Whereas, in the Siamese kingdom the family played a noticeable role. It used to carry out a range of social, economic and political functions. Apart from providing ground to the social structure also outlooks at the top of the administration. With this impact, the administration in these societies attempts to safeguard the distinct interests of the family and certain groups rather than target at universal happiness and growth. Usually these societies incline to be stationary without improved communication systems. People would have no demands and never courage to raise any problem with the government. The king and his nominees enjoy the forcible and total powers and they usually use their influences to guard their own personal interest, such societies do not distinguish between justice and injustice; formal and informal set-ups and governmental and non-governmental activities.

#### **14.5 Diffracted Model:**

Diffractive model societies are founded universalistic principles with no difference in the treatment. There is a great amount of speciality and every structure conveys out a particular function. A scripture (to being) values stop to occur, giving way to the achievement values in the society. The society would be extremely dynamic and diffracted. Here existence of open class structures denoted by several associations which show a noticeable role in attaining logical results in the society. Entire organizations and structures in the society are made and based on scientific rationales.

The economic system would be founded on market mechanism, the impact of market has both direct and indirect properties on the other sides of the society and for this Riggs called it 'marketised society'. Communications and technology are extremely advanced and governments offer highest importance to maintain cordial public relations. Governments would be quick to respond to the wants of the people and secure human rights. Government officers have no coercive and complete powers. Public pay devotion and give admiration to the laws of the nation on their own. This facilitates the government to instrument in the form of laws and acquittal its responsibilities without any trouble.

## **14.6 Prismatic Model:**

Riggs focussed all his hard work to enlighten in detail the prismatic model-the pivotal point of his models. Prismatic society has three important characteristic features according to Riggs and they are as follows, 1.Heterogeneity, 2.Formalism, and 3.Overlapping.

## **14.7 Heterogeneity:**

The primary distinctive aspect of a prismatic society is the presence of a high amount of heterogeneity. Heterogeneity denotes to the simultaneous occurrence, side by side, of fairly dissimilar classes of systems, practices and view points'. Due to the parallel co-existence of a diametrically contrary opinion points and practices, the social change in a prismatic society would be unreliable, unfinished and irresponsive.

In a prismatic society, there are urban zones with 'sophisticated' intelligent class, western flair workplaces and the present appliances of administration. On the other hand, in the rural parts, the persons lead an extremely old-style life with no amenities of modern living such as, use of telephones, refrigerators, internet etc. The elderly people in the village group different political, administrative, social, economic and religious roles.

In the case of prismatic societies the political and administrative offices delight in mammoth impact, power and prestige and help in making money. Though identical chances happen for all the people but only certain people are advantaged sufficiently and confident to get the jobs in upper levels. Those who are unsuccessful to get jobs would waste no time in making 'pressure groups' against the government and start distresses on some cause or the other. The persons who are in power would create all struggles to safeguard their interests and stick to power. Therefore, at hand is continually a misinterpretation and misunderstanding of truths giving rise to strains and uncertainty in the society. The problem develops very much difficult in a poly-communal society in which diverse communities attempt to appeal the society in dissimilar directions in continuance of their own sectional interests. All these inequalities, variations in very nearly all features of life and they not only show impaction the operation of the administrative system and situation its behaviour but would also make a total of problems to the administration.

## **14.8 Formalism:**

Formalism considered as the amount to which a inconsistency happens between the prescriptive and descriptive, between formal and effective power, among the imprint given by constitution, laws and regulations, organization charts and statistics and actual practices and truths of the society and government. In other sense which means the amount of



inconsistency between the officially arranged and efficiently experienced, norms and actualities and the presence of inconsistency or gap between the 'stated objectives' and 'real performance'.

However, the rules and regulation and laws, recommend the elegance of working of the government officials, there are extensive abnormalities in their real behaviour and the officers occasionally came to the rules and from time to time oversee and sometimes intrude upon them. This formalistic behaviour is produced because of the absence of stress on the government on the way to the aims of the programme, the feebleness of the social power to impact the working of bureaucrats and an excessive tolerance for arbitrary administration.

Formalism happens in all parts of social life, usually the laws connecting to the social and cultural features of life are not appreciated and followed. They occur only in the record rooms of the government, and the government also is not thoughtful about their enactment. The town planning guidelines are more dishonoured than witnessed, such insincerity in social life is normally establish to a rule rather than omission in almost all the developing countries. While illuminating the magnitudes of formalism, Riggs also stated about the constitutional formalism, which denotes to the break among the constitutional principles and their real execution.

The constitution commends the legislatures with the accountability of making law but in reality they occupy only a little time in making of law, they think about more in power politics by overlooking their legislative responsibility. This simplifies the bureaucracy, in the prismatic societies has to play a major role in law-making.

### **14.9 Overlapping:**

Overlapping means to "the extent to which formally differentiated structures of a diffracted society co-exist with undifferentiated structures of fused type". In the process of administration what is pronounced as administrative behaviour is really resolute by non-administrative principles, such as social, political, religious or other aspects. In a fused society, the old-fashioned constructions accomplish nearly all types of jobs and the problem of overlapping does not stand up, it is due to the fact that, in such a society whatsoever is official is also operative. In a prismatic society, the Parliament, the Government offices, market, schools, etc., do numerous administrative, political, and economic functions. In actuality, their behaviour is ruled and influenced by firm traditional organizations like family, religion, caste, etc.

## 14.10 Sala Model: Administrative Sub-System of a Prismatic Society:

The Prismatic society is considered by several social, economic, political and administrative sub-systems and Riggs named the administrative sub-systems as 'Sala Model'. The word 'Sala' is a Spanish word, and it has different meanings like, government office, a room, a pavilion, religious conference etc. In the East Asian countries, the word Sala is also used with more or less with the same meaning, Sala has assured aspects of diffracted 'bureau' and fused 'chamber'. The administrative rationality and competence establish in bureau are absent in sala.

In a prismatic society it can be observed that, family welfare, nepotism and favouritism play a very significant part in the appointments to different administrative positions. The officer of 'Sala' provides priority to personal glorification than to the social welfare. The poly-communalism also makes certain administrative difficulties. Ideally talking, the officers of government offices have to apply the laws without any preference and acumen. Whereas, a government official would improve a greater logic of trustworthiness toward his own community supporters than towards the government. However family, community and caste play their own key roles in a prismatic society, there is a simultaneous development of new groups in the society, for which Riggs named them as 'Elects'. 'Elect' is distinctive a prismatic group, "which make use of modern, associational methods of organization, but retains diffuse and particularistic goals of a transitional type".

The traditional behavioural design co-exists, in a prismatic society with 'new' sets of standards. As an outcome of overlapping of the 'formal' and the 'effective' standard of conduct, prismatic society's social interactions are categorized by an absence of accord on the norms of behaviour.

Despite the fact mentioning to overlapping in the power structure of a prismatic society, Riggs sees that it contains of a 'highly centralized and concentrated authority structure overlapping a control system that is highly localized and dispersed'. There occurs a division of 'authority' (officially sanctioned or legitimate power) and 'control' (real but unofficially permitted or illegitimate power). In practice the *de jure* 'authority' yields to the *de facto* 'controls'. The authority of the sala overlays with the control structures of the society which are grounded on poly-communalism, elects and poly-normativism. The prismatic society was called as an 'unbalanced polity' by Riggs, in which bureaucrats dominate the politico-administrative system, regardless of the constitutional powers of political leaders'. Any political leader's strengths and weaknesses while in power differs with his ability to reward

and punish the administrators. A weak political leader might be unsuccessful to identify the good services of any official and reward him appropriately for attaining the organizational aims, and at the same time an incompetent official may escape punishment for his disasters.

### **14.11 Critical Appraisal:**

A wide mention made to the opinions of Riggs in the literature of Public Administration itself is a sign of his marvellous effect on the discipline of Public Administration.

Riggs freely coined new words to explain his concepts. In addition, he also gave dissimilar meanings to total of words already in use. There is no damage in coining new words when the present vocabulary be unsuccessful to carry the meaning and illuminate the concepts. Riggs to give a scientific displeasure to his models and he hired most of his terminology from physical sciences. But by just use of certain new words which are hired from physical sciences, therefore, administration cannot become a science.

Sison, was very dire of Riggs' models and his terminology, he stated that, to know the writings of Riggs one has to read them three times because he has to understand his language first, second time to know his concepts and third time to know whether there is anything really to learn. Chapman, commenting on this aspect writes that Riggs should have prepared his own dictionary to explain his terminology. Hahn-Been Lee worries about the function of the prismatic and sala models, in the opinion of the growth the focus of the administration would be on social change. Lee thought that, the models of Riggs are not helpful to know the course of social change in development. He studies the models of Riggs as equilibrium models. Equilibrium models would enable very much in conserving the system but not presenting any variation in the system.

According to Richard A. Chapman, he highlights that one should have an exposed mind in examining the Riggsian models and understand how far they would be beneficial to know Public Administration. While Riggs accepted an interdisciplinary method to examine the social systems, he has not totally worked out the consequences of his theory for Public Administration. While put on Riggs' models to specific societies, the difficulty of dimension comes. In the lack of a measuring scale, the identification of prismatic or diffracted societies becomes very tough. As the reader who carefully monitors Riggs' study, there might be an inclination for him to assist prismatic circumstances with every condition he identifies. Likewise Daya Krishna says, when the fused and diffracted societies are imagined, all the societies are to be categorised as prismatic at different levels of low, middle and high. Daya Krishna largely leads his attack with a vision to probing how far the Riggs' models are useful to study the growing procedures and points out that his prismatic model helps no drive to

find out the phases in the method of development. When change is inevitable in any society, according to Daya Krishna, Riggs' diffracted model is impracticable and unwarranted. Lack of international perspective in his approach to development is another limitation of Riggs' concept. R.C. Tilman appraises Riggs for accepting an incorrect logical tool borrowed from physical sciences in explaining the social systems.

Prismatic model chiefly pronounces about emerging societies but at the same time it may be unsuccessful to explicate the position of administration in the society. The main reason for it was the unsuccessful on the part of Riggs to study the internal dynamics of the society. In a prismatic society, the charisma of every social structure is an individual one but also independent variable by itself. According to Arora the overlapping occurs correspondingly in diffracted society as in a prismatic society, but the reasons may be dissimilar.

The concept of prismatic model has a negative character. It all looks, as though, the circumstances of emerging countries were examined over the western values and concepts. Riggs, also did not give any prominence to the positive character of prismatic society as much as he did to the negative characters.

Conclusion:

The Classical organizational theories mostly highlight organizational values and behavioural theories focussed on human behaviour in the organization. But the theory of ecology highlight the interaction of administration and its environment. Both in content and analysis, Riggs' ecological method traces broader prospects, and takes a combined method of administrative system. His method and models help us to know the administrative procedure in developing countries. Though administrative models of Riggs are problematic to find out in practice, they help us to understand the truths.

As per Chapman who has properly witnessed that in spite of many limits, the models of Riggs might extend our vision into some of the essential difficulties of public administration in transitional societies. 'Main beliefs may not be general truths and they may have the flaws of proverbs, that they happen in contrary pairs, but this does not mean that principles are valueless; certainly they may be useful as criteria for labelling and diagnosing administrative circumstances. In a similar way Riggs' method and models may be measured as more cultured gears for telling and diagnosing administrative situations.

### **14.12 Questions:**

1. Critically evaluate F.W. Riggs' ecological model and discuss its place in the administrative theory.

2. Explain Riggs' theory of Prismatic Society. Bring out its limitations.
3. Discuss the extent to which Riggs' Sala model is useful to the understanding of administrative system of developing societies.
4. Critically estimate the place of Riggs in administrative theory focusing on his prismatic theory.

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# ADMINISTRATIVE PLANNING

## Structure:

- 15.0 Objectives
- 15.1 Introduction
- 15.2 Meaning and Significance
- 15.3 Process of Planning
- 15.4 Kinds of Planning
  - 15.4.1 Overall Planning
  - 15.4.2 Limited Planning
  - 15.4.3 Administrative Planning
  - 15.4.4 Policy Planning
  - 15.4.5 Programme Planning
  - 15.4.6 Operational Planning or Activity Planning
- 15.5 Planning and Public Sector
  - 15.5.1 National Developing Council
- 15.6 Conclusion
- 15.7 Model Questions
- 15.8 References

## 15.0 Objectives:

1. Students would know about the meaning and significance of administrative planning
2. Students would be able to learn about process of planning
3. Students would be able understand kinds of planning

## 15.1 Introduction:

The meaning of Public Administration is the administration by the Government and it mainly deals with the study of the management of the public agencies which carryout public policies in order to fulfil the commitments of the state for the sake of public interests. Administrative planning is very vital for the accomplishment of outcomes of public sponsored schemes. A plan is a prearranged way of act that is definitely created on the nature and amount of socio-economic troubles and from there government can formulate important goals. Planning contains selecting from substitutes and the proper course of action and calls for decision-

making which is acknowledgeable procedure. It is sensible determination and prominent course of act for the future and is built on aims, facts and considered forecasts. Planning then is just a balanced method to the prospect.

Henri Fayol stated about the planning as, "The plan of action is at one and the same time, the result envisaged, line of action to be followed, the stage to go through, and methods to use. It is a kind of future picture wherein proximate events are outlined with some distinctness whilst remote events appear progressively less distinct".

Terry stated as, "Planning is the selecting and relating of facts and the making and using assumptions regarding the future in the visualization and formulation of proposed activities believed necessary to achieve the desired results".

National development planning is usually apprehensive with the alteration of the economic and social construction of the State in agreement with the established medium and long-term goals. Planning is the implementation of brainpower to pact with truths and solutions as they are discovered a mode to resolve difficulties. Planning is in spirit, a planned, mindful and frequent effort to choose the best accessible substitutes to attain particular objectives. Planning is a balanced procedure which contains a number of stages. It is an extremely difficult process. Planning at any stage such as, Union, State, or Local. Whatsoever be the procedure of planning, these elementary steps are important. The particulars of these stages may differ from nation to nation.

## **15.2 Meaning and Significance:**

Accomplishment of objectives includes planning, organizing, leading and assessing individuals and programmes. Planning is the leading action to accomplish outcomes in the administrative procedure. It contains defining objectives and obligating and essential resources in advance. Planning is nothing but determining what to do, how to do and who is to do with reference to do an action in the procedure of administration. The most significant definitions of planning are discussed here.

According to John D. Millet, planning is the procedure of constructive goals of administrative efforts and of formulating the means to attain them. Therefore, planning earns the attention of existing resources which aims secure and targets to complete at all strides of human lifecycle. The thinkers like Simon and others defined it as "the activity that concerns itself with proposals for the future, with the evaluation of alternative proposals and with methods by which these proposals may be achieved". Planning is a balanced accepted understanding and is realistic to the future and to substances over which the planners, or the administrative institute with which they are related to have some amount or control. Hence planning is



apprehensive with learning human behaviour and to see socio-economic requirements of the society. Dimock and Dimock, stated about it as, "Planning is clarifying one's objectives and then determining what action shall be taken by whom, when, by what methods, and at what costs in order to achieve the desired goals". According to, Peter Drucker, who was regarded as the father of Management, defined "planning as the continuous process of making present risk taking decisions systematically and with the best possible knowledge of their futurity". In short, planning is the mindful procedure of choosing and rising the best way of act to achieve defined objectives. Planning is the exercise of forethought and network of act for defined objectives. Some quantity of planning is unavoidable at all stages of administration, because a plan is nothing but mindfulness at functioning level and it is vital for the operation of plans.

Planning is carefully connected to policy making. Planning is the resource by which the goals can be attained and hence to formulate a complete policy in the end. Policy and plan can be considered as the aims and means and have a mutual relationship. Making of the Policies is the important philosophies of government action. They provide the background within which planning has to come into act. Planning forms the room where people live and work and for the country. A good planning guarantees right growth in the right place and at the right time. It creates a positive variance in the lives of the people. Each feature of the government action is to be scheduled with proper objectives, policies organization, finances, work methods, incentive systems and public relations.

Planning is desirable for windup poverty and unemployment. Planning, whether it is social, economic, and financial is advance thinking. Planning includes sequence of several phases like determination of goals, thought of the conceivable means of act to attain the goals and choosing of the best path of certain movements. The actual goal in planning is to attain the wanted aims which may be whatever like elimination of poverty or unemployment, improving productivity, removing illiteracy etc. Particularly in the developing countries like India, rapid socio-economic growth rest on completely on huge projects. In this situation, administrative planning has a vital part to play. It is now globally recognized that administrative planning is the key to scheduled growth and accomplishment of planned results in required time.

### **15.3 Process of Planning:**

The Planning is like a process and it contains of numerous stages. The first stage is regarded as the purpose of aims of the Plan and it is tough job in governmental planning. The second stage is planning process, to find out the finest means of accomplishing the substitute approaches and investigating all of these. Third is, the locating conceivable

substitute answers to the complications in relation of projects and programmes. This workout is essential from the point of view of minimize the costs and maximize the benefits. The forth stage would include deployment of capitals to back up the real development of action. Finance, manpower and materials have to be enumerated and correctly evaluated at this phase. The last stage in the planning procedure includes organizational preparation with planning of methods and processes. The present organization might have to be altered slightly or transformed considerably. Novel events may have to be accepted to enable the search of strategic action. Planning is a constant procedure and it begins with the identification of the difficulty and lasts till the programme has been completely implemented.

### **15.4 Kinds of Planning:**

Planning may be of various kinds and the most important ones are as follows:

1. Overall planning 2. Limited planning and 3. Administrative Planning. On the other hand all these are self-sufficient and more perfect types. A short-term description of these three types of planning will allow us to have an assessment of the planning.

#### **15.4.1 Overall Planning:**

An Overall Planning is such a planning where, in a state, the entire life of a citizen is controlled and measured by the state over this planning. It is a national planning which is prepared with strict authorities of command. Overall planning is not appropriate for countries which follows democracy, and countries such as India, as it announce state capitalism, make stronger bureaucracy and brings in stir several troubles. Maximum number of the third world countries are accepting this kind of planning. Four years and seven year plans are displayed of this type.

#### **15.4.2 Limited Planning:**

The Limited Planning is also named as 'development planning' or 'socio-economic planning'. It is a complete strength to attain an outstanding growth of the country. The goal is to redesign the economy of the country and encourage modifications in the society. In this kind of planning, the state chooses only a restricted aims like, understanding the standard of living, encouraging social security procedures, providing employment to the individuals, delivery of necessary goods to all the disadvantaged and poor, etc. It includes intervention of government in the economy and the lives of the individuals. The actions of the state are focused in the direction of the accomplishment of the objective.

#### **15.4.3 Administrative Planning:**

Administrative Planning is also called as governmental planning, and Administrative Planning is the resource by which the supervisor takes into justification that the earlier understanding to venture his programme into the prospect. According to Prof. Piffiner, it look for a extensive outline for act by defining main aims and by creating inter-bureau policy and to a slighter extent, connecting departmental strategies and packages with those connected departments. It understands the whole range of government action, and it suggests that there can be increase of aims but all goals must target at attaining mutual drive. M.P Sharma states, with regard to administrative planning as, In its complete logic, administrative planning holds problems of organization, budgeting, personnel, procedures and in fact all the stages of the POSDCORB actions. Administrative Planning is mostly apprehensive with administrative programmes. Administrative Planning assists to found, conserve and develop an organizational network capable of expecting, meeting and win over the demands and answers of relevant inner and outer sections of the society.

Administrative Planning might be separated into policy planning, programme planning and operational planning. This separation is mainly grounded on the level, the main objectives and the subject matter with which all kind deals.

#### **15.4.4 Policy Planning:**

Above the years, policy planning has developed the source for policy making, it is apprehensive with evolving extensive common plans of government in power. Policy Planning is a development on policy making and came into inexplicit in the 1960s. Policy planning takes into explanation that the current national and international situation and also the probable future possibilities in a given area of interests and offers a menu of selections allowing the organization to make itself in progress to meet the circumstances. Policy planning helps as internal think tank for the organization in undertaking broad logical studies of regional and useful issues. Policy planning also serves to institutionalize second opinion on policy matters applicable to the country's policy. The drive of the policy planning is to offer complete shape to the policy and make objects stronger and more effective. Generally it is the accountability of the top level management like, central cabinet, the Parliament/Legislature, Prime Minister, Ministers and Committees. Political parties, attentive groups use effect on the preparation of policy planning, and the public officials also help in policy making procedure by assembling the essential data and providing guidance to the political executives. In India, the execution of the policies is retained on the shoulders of the line or operational agencies, which lay down the plan of action required to tool the projects of programmes.

#### **15.4.5 Programme Planning:**

Programme Planning is chooses what requirements to be complete, and who does it, what to do, when to do and where to do. Programme planning is apprehensive with the groundwork of the precise drives to be understood and the actions to be engaged by administrative agencies, within the outline of recognised policy. In other words, programme planning is the groundwork of complete plan for carrying out the programmes in terms of the capacity of services involved, resources in men and money, the organizational construction and the techniques. The top level executives in the organization will concentrate direction to the middle level, in the execution of programme planning.

#### **15.4.6 Operational Planning or Activity Planning:**

Operational Planning is otherwise called as activity planning. It is mainly apprehensive with the organized study of a certified programme and purpose of certain means of carrying it out. Preparation of operational planning is the duty of the operational agencies. After the goals have been resolute and the means and methods of attaining these goals have been established and then comes operational planning by the divisional or section heads that place down exact ways and how those have to be used to save time, speed up production and upsurge the net output. It is at the operational stage that the tasks are separated after taking into concern suitability feasibility and existing resources in the country. It is also at this stage that both the quantity and quality come in the depiction.

Central planning is apprehensive with observing and evaluation of several action plans at a departmental level. This evaluation has three goals. Firstly, it drives into the grounding of plans, data base, conventions, sensibleness of the aims and the competence the administrative machinery to achieve the objects. Secondly, it drives into the inter relationships amongst numerous actions with mention to linkages. Lastly, the appraisal and review focuses on the possibility of the work to be accomplished under every activity, with reference to budgetary provisions and the urgency of the government. Therefore, central planning retains a watch on operational planning.

### **15.5 Planning and Public Sector:**

#### **15.5.1 National Developing Council:**

The National Development Council functions as a highest power consultative body by which government frame of the Five-Year Plans, the significant difficulties facing by the Indian economy, and the strategies that have to be accepted over the problems, are discussed and solutions developed. The National Development Council is consists of the Prime Minister, the Chief Ministers of all the states, Administrators of the Union Territories, Union Ministers for Home, Finance and Defence, members of the Planning Commission, other Union

Ministers – (subjects pertaining to whose ministries figure in the agenda of a meeting), attending as invitees. There have been times when the Governor of the Reserve Bank, economists and other experts has been invited to the meetings.

The National Development Council meets at least once every six months, other committees, as frequently as desirable. The programme is equipped by the planning commission secretariat and comprises matters recommended by the commission, union ministers and state governments.

The chief object in setting up this national body was to subordinate the state chief ministers with the procedure of planning and to procure their cooperation for the execution of the plan. It has often been blamed of substitute as a super cabinet which invades on the jobs and autonomy of the states. In fact, the National Development Council is too heavy a body to inspect plans in detail and as most of its members are state chief ministers, it is more of a political body than a body investigating the facts of plans. Its effect is at the political level and after the coming to power of regional parties in the states; it has acted as a forum for these state governments to express their anger against the centre rather than as a formulator of plans.

## **15.6 Conclusion:**

Planning has developed huge meaning in public administration in the modern times. Planning inspires novel approaches and techniques of administration for effective execution of public policies and programmes. At present, all the developed and emerging countries are making pains to attain socio-economic development over small designed planning process. Planning can be of many types like, overall, limited and administrative. The administrative planning is chiefly apprehensive with administrative programmes. It shelters all governmental policies and programmes. It associates with all departmental policy and programmes with those of related departments. Administrative planning is the accountability of top and middle level management who direct operations. Administrative planning can be separated into policy, programme and operational planning. Policy planning happens at top stages. Programme planning denotes to the groundwork of exact drives to be understood and the events to be employed by administrative machinery with in outline of recognised public policy. Operational planning is concerned with the execution of programmes and projects and therefore is concerned with the willpower of thorough means of carrying them out.

## 15.7 Model Questions:

1. Describe about the meaning and significance of administrative planning?
2. Write about the actual process of planning?
3. Analyse the kinds of administrative planning and their importance in the government organisation?

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## Lesson 16

# LEADERSHIP AND SUPERVISION

### Structure:

- 16.0 Objectives
- 16.1 Introduction
- 16.2 Meaning, Nature and Definitions
- 16.3 The Concept of Leadership
- 16.4 Importance and Characteristics of Leaders
- 16.5 Approaches to Leadership
  - 16.5.1 Trait Approaches
  - 16.5.2 Attitudinal Approaches
  - 16.5.3 Situational Approach
- 16.6 Conclusion
- 16.7 Model Questions
- 16.8 References

### 16.0 Objectives:

1. Students would be able know about the meaning and nature of leadership
2. Students would be able to know about the concept and importance, definition and characteristics of leadership
3. Students would be able learn about approaches of leadership

### 16.1 Introduction:

The important emergency in the present day in India, is the crisis of leadership as the increase in the public sector and big and large complex organizations are being established in the expanding welfare states. The establishments such as, more hospitals, big firms, schools, industries, more institutes and laboratories all these requires able leadership to plan and implement properly so that these institutions can reach heights. Bernard stated as, “that the necessary production of the leaders to the population has greatly increased”. According to Seckler-Hudson, “the overwhelming significance of problems of the leadership has mounted with the revolutionary growth of such factors of size, complexity specialization, organizational entities, technical developments and social demand”. Leadership expected a very vital role in the preset day scenario, it has become essential part of administration. The

growth of the society totally rest upon the effectiveness leadership because the remedies they provide to resolve the problems when the community met with ill effects.

## **16.2 Meaning, Nature and Definitions:**

In spite of the devastating importance of leadership there is no accord about its contents. Leadership is frequently jumbled with personal pre-distinction. People incline to forget that leadership has a double sense. An appearance at the dictionary meaning of the verb is 'to lead' which display that the word is used in two dissimilar senses. In one sense it means "to excel, to be in advance, to be prominent", in the other sense it means "to guide others, to be head of an organization, to hold command". A valuable difference, therefore, can be drawn amid the personal leadership and the management leadership. "A person was born with the talent for personal leadership; he must learn management leadership".

The need be ended clearly at the beginning that leadership and must not be associated with command and fear. Leadership has, hence been defined as, "the activity of persuading people to cooperate in the achievement of a common object". In the words of Seckler-Hudson, "leadership in the large organization may be defined as, influencing and energizing of people to work together in a common effort to achieve the purposes of the enterprise". Barnard states as, "Leadership refers to the quality of the behavior of individual, whereby they guide people of their activities in the organized efforts". In his opinion, leadership "depends upon three things 1. The individual 2. The followers and 3. Conditions". Mary Parker Follett has intensely defined this relationship: "We have now to lay somewhat less stress than formerly on this matter of the leader influencing his group, because now we think of the leader as being influenced by his group".

George R. Terry stated as, "Leadership is the activity of influencing people to strive willingly for group activities". According to Robert Tannenbaum and others the leadership as, "Interpersonal influence exercised in a situation and coordinated through a communication process, towards the attainment of a specialized goal or goals". Harold Koontz and Donnel defined leadership as, "Influencing people to follow in the achievements of common goal". According to Hersey and Blanchard, "Is the ability to influence a group towards achievement of goals".

## **16.3 The Concept of Leadership:**

Leadership is a method of persuading the behavior of others to get the things done, it can be said as, and leadership can be assumed as procedure of persuading others to achieve the



objectives of the organization. The study of the definitions discloses that the leadership is the method of inducing behavior of others for the endeavors of the objectives of the organization. Still, it is claimed that leadership is strictly linked to power, which is occasionally measured identical to influence. This line of thinking is held by Katz and Kahn who claimed that the core of governmental leadership is the influential increase over and above power-driven agreement with the monotonous advices of the organization. Though, there are some who claim that leadership is not modest workout of power. It is more than power-driven exercise. It includes in the influence of persons and motivating them near achievement of goal and this separates the leaders from the ordinary men.

#### **16.4 Importance and Characteristics of Leaders:**

In the recent time, during the great economic depression, the USA people want somebody to reestablish their self-assurance and to deliver a technique of fighting the economic disaster they were facing. Every single thinker, every scientist, every political orator, business executive, social worker and educator has defined leadership in their own way, everybody has thoughts and views about leadership, even children have their own ideas about it.

Leadership is viewed as the performance of those acts which help the group achieve its preferred outcomes. Such acts are termed 'groups functions'. Gibbs, states, "A person does not become a leader by virtue of his possession of a anyone particular pattern of personality traits, but the pattern of personal characteristics of the leader should bear some relevant relationship to the present characteristics, activities, and goals of the groups of which he is a leader". A leader leads by personally and dynamically functioning with his subordinates so that: 1. Direct and inspire their behavior to suit the strategies and jobs that have been recognized and 2. Recognize the moods of his subordinates and the difficulties they express, and convert plans into comprehensive act.

Douglas McGregor specifies four main variables of the leadership. They are: 1. the characteristics of the leader 2. The attitudes, needs, and personal characteristics of followers, 3. The characteristics of the organization, like its basic, purposes, habits, customs, traditions, structures, nature of the task performed and 4. The economic, social and political setting.

The different kinds of leadership have been classified by the management authorities in diverse ways and the University of Ohio's Personnel Research Board stated five types of business leaderships and they are:

1. The Bureaucrat: Hecanes to routine, pacifies his superiors, evades his subordinates and its unconcerned to and disrespectful of them.

2. The Autocrat: He is instructive and believes in obedience. His subordinates incline to be opposed to him and are convenient in their behavior.
3. The Diplomat: He is opportunistic and exploits people. He usually provokes disgust among his subordinates. They develop dislike and hatred for such a kind of leader.
4. The Expert: He is mostly worried only with his own area of specialization, he treats his subordinates as fellow workers
5. The Quarter-Back: He recognizes himself with his subordinates, even at the risk of displeasing superiors. He is usually wanted by the business organizations.

According to Viscount Slim, the important traits of leadership are as follows: leader must have a. bravery b. determination c. verdict d. elasticity e. information and f. honesty. At the same time according to Ordway Tead, the qualities of a leader should have like, a. physical and mental energy b. eagerness c. sense of drive and way d. technical mastery e. liking and friendliness e. decisiveness f. honesty g. intelligence and h. belief.

## **16.5 Approaches to Leadership:**

It is observed that the reviews of the studies on the leadership disclose that the research thinkers in the field have been stressed the need for the behavior of leaders and their elegance. To understand this the thinkers have established various theories, approaches and models pertaining to behavior of the leaders on the grounds of their results. It is observed that there are three significant approaches are present and they are as follows:

1. Trait Approaches
2. Attitudinal Approaches
3. Situational Approaches

### **16.5.1 Trait Approaches:**

The previous thinkers have mainly stressed on the study of the traits of the leaders, in this regard they suggested many theories and approaches to enlighten them in a proper way about the traits of the leaders and their leadership qualities. This approach deals about the particular traits of the leader like, personality, physical, intellectual and social traits that separate them from the other leaders. For instance, Stod Gill had recognized different traits and there are four intelligence and ability traits, five physical traits, sixteen personality traits and nine social traits amongst the leaders.

But Warren Bennis recognized four general type of traits are present in the leaders and they are as follows: a. capacity to make and interconnect b. capability to communicate the objectives or results of the organization c. the capability to be trustworthy and reliable and d. the capability to identify his own-self and to use his own talents.

On the other hand, Banard Brass recognized five traits to the leaders and they are, i. Intellect, ii. Reliability, iii. Socio-economic status, iv. Social accountability and v. scholarship.

It is evident that different thinkers have recognized diverse traits among the leaders and their leadership, at the same time these traits have been criticized for many ways that the qualities or traits which are said about the leaders are very tough to measure and it is also very challenging to expect the achievement rate of their work on the same grounds. Some of the thinkers claim that the leadership differs from circumstance to circumstance and there may not be any group of traits which can be usually seen in the leaders. Even though there are such gaps this trait approach to the leadership is still recognized and the stress is now transferred to abilities related to the professionalism rather than traits.

### **16.5.2 Attitudinal Approaches:**

The trait approach made the thinkers of leadership to rethink and find some other direction because of the inaccuracy of trait approaches. In doing so, the thinkers have established a significant diversion in the area of leadership studies was on the attitudinal or behavioural element to the leadership. It was in the year 1940s, the attitudinal approaches to the leadership was recommended and it was the phase when well-known Ohio and Michigan research studies on the leadership were led and it gave the main ground for such approaches. And later in 1960s the development of Managerial Grid also bestowed for the advent of these approaches. These approaches are mainly based on the attitudes of the leadership and they castoff assured research procedures such as questionnaires to enumerate the leader's attitudes towards dissimilar features. These studies revealed many measures of the behavior of the leaders. And they are as follows: the studies conducted by the Ohio leadership recognized two important dimensions for the behavior of the leadership and they are, 1. Initiating structure 2. Consideration. To understand these two aspects we need to find about these two. Initiating structure deals with the behavior of the leader in separating his role from the role of his subordinates in the method of reaching of organizations aims. It depends upon the amount of common faith, friendship, respect which is present in between the leader and his supporters. The studies of Ohio seen that these two are totally different and separate scopes which can be observed in dissimilar grades in the behavior of the leader. Hence, in these studies the behavior of the leader was founded on two distinct cleavers rather than on a single choice.

In the similar manner the Michigan Leadership studies also recognizes two different attitudinal traits between the leaders and they are such as, 1. Alignment or orientation of the employees 2. Alignment or orientation of the production. In the studies of the alignment of employees leaders stress that each employee in the institution is very significant and would

take interest in the improvement of every employee by meeting their requirements. At the same time alignment of the production leaders put the stress on the technical components and the production oriented. They regard the employees as the machines in the process of production therefore, these two orientations are antagonistic because one deals with democratic way and other in the authoritarian nature.

### **16.5.3 Situational Approach:**

It a systematic and comprehensive approach to deal with different components of the leadership. This approach came into existence because the attitudinal approach is not in systematic way. In this approach the thinkers have attentive on the changing circumstances in which a leader performs and these can be called as the situational approaches and it in reality observes the behavior of the leader in dissimilar circumstances. The situational approaches to leadership examine the interaction between the significant aspects of the leadership such as, the leader, supporters and the circumstances in order to plan the strict behaviour of the leadership. There are many situational approaches and the important are four approaches and they are such as, 1. Tannenbaum and Schmidt variety of leader behaviour 2. Contingency model 3. The Path-Goal theory 4. Tri-Dimensional Leader Effective model.

#### **1. Tannenbaum and Schmidt Continuum of Leadership Behavior:**

They have suggested one of the important approaches in the area of the leadership behavior and this approach states as, the leader select one of the many behavioural elegances depending upon the relationship among the leader, his supporters and the circumstance. This is principally among the democratic and authoritarian elegances of the behaviour.

#### **2. Contingency Approach:**

The most famous contingency model was developed by Fielder. It claims that there is no one better elegance that can lead the leader in all circumstances. According to Fielder model, a leader could recognize if the situation is favorable to him on the grounds of these aspects and they are; the personal relationship with his supporters, the nature of the task given to him and the authority and power given to him. Fielder defines the favorable situations as, the amount to which the circumstance allow the leader to apply his effect over the set.

#### **3. Path-Goal Theory:**

This theory was developed by Robert House and Micthell on the grounds of some of the studies it is mainly depended upon the Ohio leadership studies and the expectancy model of inspiration. This theory talks about the leader who become efficient enough because of the

influence on the inspirations of the supporters and their capability to do the given job perfectly.

#### **4. Tri-Dimensional Leadership Effectiveness Model:**

This model was established by Hersey and Blanchard and they put a new look to this aspect and they are task behavior and relationship behavior which were suggested in the earlier examinations of Ohio state studies. It was William J. Reddin was the first to give this new dimension and it was improved by Hersey and Blanchard later years. According to this, if the elegance of a leader is suitable in a given circumstance it could be regarded as effective and it is unsuitable if it is ineffective. Therefore the efficiency or non -efficiency of the leadership rest on the circumstance of the environment.

#### **16.6 Conclusion:**

The concept of leadership has undergone many changes from the concept to the situation leader and to its effectiveness. The opinions and assumptions have changed theories of leadership very importantly. There are dissimilar approaches which influence on the different aspects and they focus on the behavior of the leadership. The trait approaches deals with the qualities of the leader which determines the efficiency, whereas, attitudinal approaches talks about the behavioural aspects of the leader and decides his efficiency. On the other hand the situational approaches suggests situations determines the effectiveness of the leader and his ability. Whatever the approaches may be but they talk about the leadership qualities and his ability in performing effectively. Which means leader must have positive attitudes and approaches to attain the required goals and at the same time motivate his supporters.

#### **16.7 Model Questions:**

1. Write about the nature, meaning and definition of leadership?
2. Discuss about the importance of leadership, concept and characteristics of leadership?
3. Analyze the different approaches to the leadership?

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## Lesson 17

# COMMUNICATION AND PUBLIC RELATIONS

### **Structure:**

- 17.0 Objectives
- 17.1 Introduction
- 17.2 Definitions of Communications
- 17.3 Aspects of the Communication:
- 17.4 Categorization of Different kinds of Communication
  - 17.4.1 Downward Communication
  - 17.4.2 Upward Communication
  - 17.4.3 Lateral Communication
  - 17.4.4 Diagonal Communication
- 17.5 Barriers to Communication
- 17.6 Public Relations
- 17.7 Features of Public Relation
- 17.8 Informing People and Community
  - 17.8.1 Satisfactory Climate
- 17.9 Basics of Communication
- 17.10 Different Medium of Public Relations
- 17.11 Conclusion
- 17.12 Model Questions
- 17.13 References

### **17.0 Objectives:**

1. Students would be able know about the definition, features and kinds of communication
2. Students would be able to know about the direction and difficulties to communication
3. Students would be able learn about public relation, issues impact of public relations

### **17.1 Introduction:**

Institutions are designed so that they can achieve their goals, to obtain these goals they need a perfect leadership so that people can be inspired, decisions can be made, efforts harmonised and the processes organised. In every function interaction involves between the

persons and it is nothing but they need communication. Therefore, communication is one of the important aspect of the institution, it also regarded as one of the effective devise to attain the objects of the organisation. Every organisation irrespective of its size and dimension needs a network of communication, which has the significant role to communicate with the people effectively. The term 'communication' has been derived from a Latin word 'Communis', which means 'common'. The communication can be defined as the method by which two or more persons can exchange their views and understand among themselves.

## **17.2 Definitions of Communications:**

There are number of definitions stated by the different thinkers on communication and some of the important are as follows:

According to Lawrence A. Appley, communication can be defined as, "is the process whereby one person makes his ideas and feelings known to another".

Whereas, J.D Millet stated about it as, "Communication is the shared understanding of a shared purpose".

Ordway Tead mentioned about it as, 'Communication is the process whereby one person makes ideas and feelings known to another. The underlying aim of communication is a meeting of minds on common issues".

According to Herbert Simon, "communication is a process through which decisions are transmitted from one member of the organisation to another".

Peter Drucker stated about it as, "Communication is the ability of the various functional groups within an enterprise to understand each other and each other's functions and concerns.

## **17.3 Aspects of the Communication:**

Based on the above mentioned definitions which discloses the aspects of the communication and they are as follows:

1. It need a minimum of two persons 2. Communication is a procedure 3. Communication has got both information and understanding4. Communication can happen at several stages.

Kinds of Communication:

Communications can be categorized into the following basis:



1. Categorization on the basis of means of employed 2. Categorization on the basis of relationships 3. Categorization according to the direction of the communication.

1. Categorization on the Basis of means of Employed:

On the grounds of the means employed, communication can be classified into two categories such as, a. oral communication b. written communication.

Oral Communication:

It means any message sent or received verbally is called as oral communication. It is otherwise a face to face communication which exchanges the views by the way of speech, it generally takes place when the supervisors give instructions to the subordinators while in the committee meetings and conferences. This is very useful where a detailed description is required and doubts are to be clarified. The main advantage of this communication is that it transmits information very quickly.

Written Communication:

In this process the message is conveyed in the form of writing and by the form of letters, notes, circulars, notices and memoranda etc. in this type if the message is clear then it can be understood very easily, most of the subordinates understand well what they read than what they hear. The prime significance of this communication is that it serves as a record it can be stated in precise words after due thought. This written communication can be divided as formal and informal communication.

Formal Communication;

It deals with the official communication which takes place by the chain of commands. Superior-subordinate relationship determines the flow of formal communication. The main importance of this communication is that it is a systematic and assures orderly flow of information, views can easily be found, it gives the backing to the authority of superiors over subordinates. And accountability can be fixed.

Informal Communication:

It is the communication which takes place individually of the official line of the communication is called as informal communication. It mainly consists of the exchange of the views, information as a result of social interaction between the members of the organisation. It is very much needed to gratify the social requirements of the members and which cannot be possible in formal type. The flow of informal communication cuts across the

official lines of communication, social interactions may take place between the people of different departments.

## **17.4 Categorization of Different kinds of Communication:**

There are four different kinds of communications has been recognized and they are as follows: 1. Downward communication 2. Upward Communication 3. Lateral Communication and 4. Diagonal Communication.

### **17.4.1 Downward Communication:**

In this type of communication the flow will be from the top management to the down level or to the operation stage. Which means the superiors to the subordinates will flow at different stages in the organisation and this type is known as the 'downward communication'. In this type the organisations policies and plans will be communicated to the lower level in the form of orders, instructions rules and procedures and this may be oral or written.

### **17.4.2 Upward Communication:**

In this kind, communication will flow from lower level to the higher level, which means, from the subordinates to superiors. It can be the information related to work performance of subordinates, work related problems, grievances, views or suggestion, clarifications for the needed orders, instructions, rules, personal problems etc. This type of communication will give information to management about the progress of the work, performance of the subordinates, and it also help the management to take needed steps to come out of the problems pertaining to the work.

### **17.4.3 Lateral Communication:**

In this type the communication will be between persons holding the similar position in the organisation, and this kind is called as the 'lateral or horizontal communication. This channel encourages flow of messages horizontally which make the department to work efficiently with other departments of the organisation. It encourages coordination and teamwork.

### **17.4.4 Diagonal Communication:**

In this type the communication will take place among the persons who may be of the same department or may be from other departments or in the similar level of hierarchy. It provides speedy broadcast of information in the organisation.

## **17.5 Barriers to Communication:**

There are certain barriers present which incline to distort the information there are some significant barriers are:

**Semantic Barrier:** In this type barrier is due to failure to understand the language of the communicator, defective flow or poorly stated information.

**Psychological Barrier:** This type of information depends on the emotions or the psychological status of both parties. This type of barriers are because of, premature assessment, careless attention and lack of mutual belief.

**Rigid Rules and Regulation:** The communication may be delayed due to prescribed rules and regulations the delay may be due to misrepresentation.

**Status Relationship:** In this type the relationship functions to block the transmission of communication more specifically in the upward direction. Greater the difference between the hierarchical position in terms of their status.

**Attitudinal Barrier:** In this type barriers are inherent in the superior's behaviour towards subordinates. The attitude of conservatism will hold the information, lack of trust in subordinates, ignoring communication from subordinates.

## **17.6 Public Relations:**

Creating awareness is the main function in the development of social and economics of the country. The possibility of power of communication to liberate the minds and potential of persons to vital awareness is factual in every area which is connected to the human development. Harwood defined public relation as, "Public relations as those aspects of our personal and corporate behaviour which have a social rather than private and personal significance".

According John D. Millet "Public relations is knowing what the public expects and explain how administration is meeting these desires". He stated four aspects to public relations, and they are: learning about the public wants and ambitions, counselling the community about what it must wish and do, guaranteeing acceptable contacts among public and government officials, and apprising the public about what an agency is doing.

## **17.7 Features of Public Relation:**

The most significant step in the public relations is to understand the community. It is known that each community is dissimilar and there are modifications among in each local

community in the same country in the way of work, culture, living standards, social structure, family life, structure of the population and their attitudes,. Along with this the values, trust and traditions, religious practices, etc. vary in diverse areas. Public relations essential to comprehend the want of the persons founded upon this variety before introducing any field operations. How to learn about the people and the community? Some of the significant approaches are here: Discussions with the people, Study of newspapers, magazines and other published Literature, Complaint and suggestion Boxes, Surveys.

## **17.8 Informing People and Community:**

Public relations departments, must make the people conscious about the programmes they need to begin for the people's advantage or the benefit of the country or the area. This would target at teaching the people about the schemes in process, their aims, facilities, entitlement criteria, agencies and representatives for the delivery of the services.

### **17.8.1 Satisfactory Climate:**

For any public relation campaign must be operative, it is significant to make an environment of friendliness founded on fairness, people must be given their due position and need be taken into assurance, based on faith.

Advising people:

The government must be able to direct people to perform in such a way as to be helpful to them and to the government/agency concerned. Public relations over its many networks, must inoculate the necessary alterations to create improvement dynamism and upgrading.

## **17.9 Basics of Communication:**

According to Dr. John Hubley, who stated the basics of communication and they are as follows:

- Encourage activities which are truthful and possible within the restrictions met by the community
- Construct on notions, ideas and performs that people at present have
- Repeat the strengthen the information over time, by using diverse approaches
- Use of present networks of communication like, songs, drama and storytelling and be adjustable
- Amuse and invite the attention of the community. Use pure, simple language with local terminologies and highlight short-term welfares of action

- Offer occasions for dialogue and conversation to permit beginner involvement and feedback on understanding and execution
- Use protests to show the advantage of accepting practices.

### **17.10 Different Medium of Public Relations:**

Now a day's medium has an important role in public relations, broadcasting is most powerful media. It is the duty of government so that it should assure that radio, press, and television works for the interest of public because they serve the requirements of the community. Constitution of India also assures the same under the article 19(1) (a), and public relation are done through some the following ways.

**Press:** It is one of the most important network for the public relations activities particularly in the metropolitan cities, where the rate of literacy is very high, at the same time it has some restriction because of the low literacy rate in developing countries like India, and the press does not cooperate with government in developing countries so that it can create positive environment which is needed for the improvement. Press generally aims at the negatives of the government which results in the distancing the people from the government. Press Information bureau is present in different ministries and departments to carry out the functions of the public relations. Government of India, advertise through press, posters, and cinema slides folders etc.

**Radio and Television:** It is also very powerful media in the recent times, television has become very famous because of its visual impact. The programmes which are targeted at the development must be created so that people can know about the developments.

**Films:** The department of public relation makes the films in the area of health, education, family planning, literacy etc., which gives more information to the public. These films must be shown in the cinema halls particularly in the villages to give and create awareness among the people.

**Songs and Dramas:** The department of public relation encourage the folk songs, dramas, dances to make the people rise their problems. These programmes organised by them creates awareness among the public because they focus on the regional matters and they will be in their language so that they can understand effectively. Mass media is like watch dog for the democracy and not the poodle (dog) of the entertainment.

### **Impact of Public Relations:**

It is regarded that the public relation is the connection between the government and the people, the success of the government is rest upon the cooperation given by the public to that government. These are some of the advantages of effective public relations.

1. It creates people's involvement
2. It strengthens democracy from the grass root levels
3. It offers closer connections among the government and the people
4. It prepares citizens for socio-economic development by programmes targeted at change in knowledge, attitude and values.
5. It makes the citizens attuned national and international levels
6. It offers information to perform in times of crisis.

### **17.11 Conclusion:**

The significance of communication in the organisation cannot be overlooked and the functions of administration cannot be undertaken without proper communication skills and efficient system. It involves a proper planning, decision making coordinating and at the same time motivating the employees of the organisation so that they can achieve their set targets by the institution.

The other important area is public relation both communication and public relations are must for the development of the community. Creating awareness is the main function in the development of social and economics of the country. The possibility of power of communication to liberate the minds and potential of persons to vital awareness is factual in every area which is connected to the human development.

### **17.12 Model Questions:**

1. Write about the definition, features and kinds of communication?
2. Discuss about the direction and difficulties to communication?
3. Write in detail about the public relation, issues impact of public relations?

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## Lesson 18

# NEW PUBLIC ADMINISTRATION: MINNOW BOOK I & II

### Structure:

18.0 Objectives

18.1 Introduction

18.2 1968 Minnow brook Conference: The Origin of New Public Administration

18.3 Developed Themes at the Conference of Minnow brook

18.4 New Public Administration and Characteristics

18.5 Conclusion

18.6 Model Questions

18.7 References

### 18.0 Objectives:

1. Students would be able know about the New Public Administration and its origin
2. Students would be able to know about the characteristics of New Public Administration

### 18.1 Introduction:

In the entire globe the changes have been took place to alter the societies for the last two decades and they can be seen in the areas of development of Global economy, end of cold war, and fast growth and approval of information technology. It has been observed that even the public sector also transformed which lead to the advent of New Public Management (NPA), as an substitute perspective in the 1960s was a new style in customary public administration theory and practice. In the 1960s, the government and its administrative agencies came under heavy pressure from social and political forces for different issues such as, civil rights, higher education, social welfare, law and order and urban infrastructure and conditions.

Rejoinders and the ability of government to answer to these difficulties were asked, mainly by the newer university established members of the public administration thinkers. To the academics, insufficiency of public replies to the problems of poverty in the United States and to the morality of a method study founded war in Vietnam revealed the insufficiency of the present thought of the public administration.



The emphasis of the new Administration was to rethink about the customary subjects of public administration like, budgeting, efficacy, efficiency, economy, productivity and value-neutrality. The important anxiety of public administration is to look after the issues like ethics, values, clientele participation, De bureaucratization, improvement of individual personality, and the problems like poverty, urbanization, social and economic inequalities unrest and violence etc. According to George Frederickson, the New Public Administration can be considered as, “Post-behaviorists, since they emphasized the public part of the public administration like the later they also stressed the impact of organizations on their clientele and vice versa’.

## **18.2 1968 Minnow brook Conference: The Origin of New Public Administration:**

In the year 1968, a conference at Minnow brook, Syracuse University, New York was held which gave rise to the establishment of new public Administration. The scholars were mainly worried with theoretical fundamentals, research importance, and the procedural cleverness of public administration as an academic field and those with more action directed and concerned with the influence or disappointments of public policies, so that they can understand what is public administration? Where it is presently? What it can become? This conference was to the reaction of previous conference which was held in 1967, and the main object of the conference was to ‘...make a bold synoptic approach to the discipline of public administration...” and it was chaired by prof. James C. Charles worth.

The movements of New Public Administration was referred as the ‘New Romanticism’, and Waldo stated that it was a part of rebellion of youth and counterculture of left non-Marxian. The landmarks in the development and occurrence of New Public Administration are:

- The Honey report on higher Education for Public Service, 1967
- The conference on the Theory and Practice of the Public Administration 1967,
- The Minnow brook Conference 1968
- Publication of Toward a New Public Administration: The Minnow brook perspective, edited by Frank Marini, 1971
- Publication of Public Administration in a Time of Turbulence, edited by Dwight Waldo, 1971.

The reports and the publications in fact reflect the pessimism about the state of public administration and the values of its establishing’s, frame works of conception and definitions of good practices inherited from 1940s and 1950s.

Dwight Waldo presented one of the most significant papers during the conference and was mesmerized by the legitimacy of these disapprovals. He thought that the younger generation theorists of the public administration had been absent and the vital social matters were not been addressed in the conference. Subsequently, the conference was occurred because to discuss the subjects which were left out by this conference.

### **18.3 Developed Themes at the Conference of Minnow brook:**

During this conference there are certain themes which were emerged and they are as follows: Firstly, the question of classical values and a lot of questions have been raised about the validity of classical theories. These were the challenges to the customary values and the assumption of the old administration theory of the classical themes and the behavioural orientation, positivism of political theory.

Secondly, there was great prominence about the features of the significance in the theory of public administration, such as, the participation of USA in the War of Vietnam, movements of civil rights, assassination of Kennedy and Martin Luther King and the war on poverty had shown a great influence by making an atmosphere which favours political activism in the younger scholars. This was questioned during the conference, the neutrality principle espoused during the conference by both classical administrative theories and the positivism of political science were disagreed as not only impractical and also measured that were not beneficial to explain the present worries and events.

Thirdly, the conference placed a vital prominence on the humanistic values and humanism, the essence of humanistic had invaded. A significant scholar like, Todd Laporte who claimed for new normative principle inside the theory of public administration concerning “the enhancement of life opportunities for those inside and outside the organizations”. The other scholar who projected ‘politics of love’ as differed to the then dominant “politics of contracts”. And H. George Frederickson emphasized the necessity to create “social equality’ as the main ground for the New Public Administration.

Fourthly, non-hierarchical, participatory and client-centered types of organizations were suggested by the participants of the conference. The unified bureaucracy and Weberian kind of hierarchical were confronted and disapproved by entire participants.

Fifthly, a method to diverse difficulties grounded upon the trust on theory instead of practical explanations to the difficulties were suggested during the conference. Most of the scholars stressed that the public administration must be impartial, adjustable and comprise a great amount of policy making. However there was absence of any clear programme and practical suggestions to solve the present day problems.

Sixthly, it was very significant to note that nobody had suggested the elimination of public administration as an area of study. But the subject was given a diverse sense which was very thin more restricted inner rotary and was confused.

Lastly, the conference of Minnowbrook was propounded a vital and expanded role for public administration study. The conference had observed a bigger for the intellectual's public administration and in the education of university by making 'new order of things'. The participants suggested that the public administration must not be put under the political science instead it must develop as a significant area of itself worthy of school or the position of a department. Particularly, Frank Marini, suggested that, increasing public administration further than the subject role into a multi-discipline representing from various areas thoughts and circumstances. The important themes appeared at the conference in a brief are as follows:

1. The area of public administration moved its emphasis from management concerns to policy matters. The method of public policy to public administration has succeeded with an important outcome on the government.
2. The social equality has included to the competence and economy as the benchmarks of virtuous administration.
3. Trustworthiness, accountability and morals are the vital aspects of public administration, policy planners are not the bureaucrats and they can be treated as the holders of the public belief to deliver effective services to the public.
4. The requirements of the persons are altering, the public organizations survived their drives.
5. Alteration, not development has become the dire concern in the theory of public administration and the change in the management, not merely development has convert the standard for operational administration.
6. The operative administration can be defined in the context of involvement of citizens in the administration.
7. The principle of severe hierarchy has been criticized and find guilty.

#### **18.4 New Public Administration and Characteristics:**

The New Public Administration has placed stress on five significant principles such as, relevance, values, social equity, change and participation.

### **A. Relevance:**

The important themes in the customary public administration like effectiveness, production and economy have been entirely turn out to be immaterial. New Public Administration scholars stressed the significance of public administration theory to be altering social order. They establish that the conventional management oriented administrative theory was entirely insufficient. Therefore, they required that the administrative theory must deal with the alterations of the political surroundings.

### **2. Values:**

The school of New Public Administration stressed on the growth of normative values in the theory and practice of the public administration. The value-neutral position which was on the hold by the bureaucrats or public administrators under the customary methods as entirely illogical and unwanted so that the scholars have disallowed it. They confirmed that the value-neutrality in the administration as entirely difficult in the background of altering social order. They also appealed that public administrators must attain values such as, pledge towards the cause of unfavorable groups, openness, client orientation, publicness, responsiveness and devolution.

### **3. Social Equity:**

The supporters of the New Public Administration emphasized that the distributive justice must be the prime apprehension of public administrators. The important work of the public administrators must be eradicate all kinds of disparities present in the society and necessities of equal opportunities for all citizens regardless of the socio-economic context. The public administrators must admit the accountability of correcting the mistakes of the society and perfect the situations of those who are disadvantaged of justice and essential opportunities by the influential sections.

### **4. Change:**

An essential obligation to social equality means that the New Administration is involved in carrying about the alteration in the society. Which means, New Public Administration looks to alter those social structures and policies that delay the accomplishment of social equality. It also identifies those structures of organization and the political institutions which can bring flexibility and changes. New Public Administration also hunts for novel institutional kinds inclined to experiment with new or changed bureaucratic structures. In such process the administration inclined to approve instruments like decentralization, organization growth,

client involvement, decentralization, assessment, preparation of project and object guided management etc.

### **5. Participation:**

The commitment to social equality and change, suggests involvement in the New Public Administration. It was stressed by the supporters of the New Public Administration that the patrons must involve in the process of decision making and they also emphasized that all the employees must involve in the making of policies. Therefore the main characteristics of the New Public Administration consist of employees participation, involvement by the people, democratic management and decentralization are primary characters. It also stressed the need for the integration of public administration with main values of the society like, involvement, equality, relevance, change, responsiveness, ethical and normative values etc. it also gave a look of the present society by including its atmosphere, social sensitivity and method of creativity.

It is obvious that the New Public Administration was not lived for long time even though there was concern for reforms and radical thoughts, it was not stood as per the desires of transforming the subject of public administration. Dunn and Fozouni criticized that the New Public Administration was caused in the spread of the delusion of change in the theory of administration. It was observed that, the role of public administration under the situations of quick change, alteration and turmoil. It also fears about the feasibilities of the aims of the New Public Administration, specifically of those relevance, social equality, involvement of people etc. even though it has some of the restrictions which were stated above, the New Public Administration had definitely altered the voice and the way of public administration. It gave an impression on the administrative theory, if not transforming it as anticipated by the supporters of this theory.

### **18.5 Conclusion:**

It was stated by Waldo, that the New Public Administration was an important growth in the current public administration. The occurrence of it can be observed as a transformation perspective in a long customary of the theory of administration and its exercise. Waldo discovers some legality in the anti-organizational attitude of this administration, but he reflects much of the charge to be “unfair, spurious, and above all unrealistic”.

The movements of New Public Administration was referred as the ‘New Romanticism’, and Waldo stated that it was a part of rebellion of youth and counterculture of left non-Marxian. The main characteristics of the New Public Administration consist of employees participation, involvement by the people, democratic management and decentralization are

primary characters. It also stressed the need for the integration of public administration with main values of the society like, involvement, equality, relevance, change, responsiveness, ethical and normative values etc. it also gave a look of the present society by including its atmosphere, social sensitivity and method of creativity.

### **18.6 Model Questions:**

1. Write about the New Public Administration and its origin?
2. Discuss about the Characteristics of New Public Administration?

### **18.7 References:**

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## Lesson 19

# PUBLIC ADMINISTRATION AND POLICY

### Structure:

- 19.0 Objectives
- 19.1 Introduction
- 19.2 Meaning and Definition of Public Administration
- 19.3 Significant Features of Public Administration
- 19.4 Structure of the Government
- 19.5 Policy Making
- 19.6 Objectives of Public Policy
- 19.7 Difference between Rule and Policy
- 19.8 Conclusions
- 19.9 Model Questions
- 19.10 References

### 19.0 Objectives:

1. Students would be able know about the Public Administration
2. Students would be able to know about the Policy and Making

### 19.1 Introduction:

Public administration, means the execution of the policies of the government and also and subject of academics which deals with the execution and prepares civil servants so that they can work for the public. The primary aim of the public administration is to enhance management and policies so that government can work properly. It can appoint chief executives, legislatures and public as its superiors. The administration is at core of the treatment of the public policy atmosphere. The codification of the law of administration, targets at monitoring and controlling the decision making of the bureaucrats.

The definitions for the word public administration can be accessible are: Robert and Janet Denhardt stated as, "The management of public programmes", Kettl, Donald and James Fessler referred as the "translation of politics into reality that citizens see every day' and Jerome B. McKinney and Lawrence C. Howard referred as, "the study of government

decision making, the analysis of policies themselves, the various inputs that have produced them, and inputs necessary to produce alternative policies”.

Public administration is considered as a centrally concerned with the institution of government policies and programmes as well as the behaviour (generally non-elected) officially answerable for their conduct. Several unelected public servants can be regarded as the public administrators which consist of city heads, country, regional, state and central departments. Public administrators are the servants of the public who works for public department and agencies at all the levels of government.

Woodrow Wilson of USA, promoted American civil service reforms in 1880s, making public administration into academia, nevertheless, till the mid of the 20<sup>th</sup> century distribution of German sociologist, Max Webber's theory of bureaucracy, there was not any interest in the theory of public administration. This area is multidisciplinary in appeal; and one of the several offers for public administrations has six important pillars, which consists of 'human resources', organizational theory, policy analysis, statistics, budgeting and ethics.

## **19.2 Meaning and Definition of Public Administration:**

The term Administer is actually derived from a combination of two Latin words, “ad” and “ministrare” which means to serve, to direct, to control or to manage and administration means management of affairs either public or private organizations.

### **Definition:**

Paul H. Appleby, in the year 1947, defined public administration as, “public leadership of public affairs directly responsible for executive action”. In a democracy, it has to do with such actions by leaders and executive in terms that respect and contribute to the dignity, the worth, and the abilities of the citizen.

Gordon Clapp, who was the chairman of “Tennessee valley Authority”, who defined it as, “as a public instrument whereby democratic society may be more completely realized”. This suggests that it need “relate itself to concepts of justice, liberty, and fuller economic opportunity for human beings” and is hence “concerned with “people, with notions, and with things.

According to Simon public administration, “By Public Administration is meant the activities of the executive branches of the national, state, & local governments.”



According to James D. Carroll & Alfred M. Zuck, the publication by “Woodrow Wilson of his essay, “The Study of Administration” in the year, 1887 is usually observed as the commencement of public administration as a definite arena of study”.

Gullick stated public administration as, 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.”

Willough stated it as, “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.”

Waldo defined it as, “Public Administration is the art and science of management as applied to the affairs of the state.”

Illustration on the democracy subject and neglect the connection to the executive branch, Patricia M. Shields states that, public administration “deals with the stewardship and implementation of the products of a living democracy”.

More in recent times scholars asserts that “public administration has no generally accepted definition”, because the “scope of the subject is so great and so debatable that it is easier to explain than define”. Public administration is an area of study and an occupation. There is abundant difference about the study of public administration can suitably be named a discipline, mainly because of the discussion over whether public administration is a subfield of political science or a subfield of administrative science”, the latter an extension of its roots in policy study and assessment research. Scholar Donald Kettl is among those who opined public administration “as a subfield within political science”.

### **19.3 Significant Features of Public Administration:**

1. Public administration can be regarded as part of executive branch of government.
2. Public administration is associated with the actions of the state.
3. Public administration conveys out the public policies.
4. Public administration realize the people’s ambitions as conveyed and communicated in the laws.
5. Waldo and other thinkers claim on the pledge and devotion to the good of the people. Else Public Administration does in an automated, objective and heartless way.
6. It is unbiased politically.

## **19.4 Structure of the Government:**

The structure of the government is a constitutional one which required to prevent unilateral control of the government in many ways and they are self-governing. There are certain authorities to the central government, and at the same time state government cannot interrupt on the mandate of the federal government; nor can the central government interfere on the activities of the state. In the central government the authority can be separated between the executive, the judiciary and the legislature. Each one has given with counterbalance to prevent the domination by others. The President has the power to pass the veto the bill which are passed by the legislature and the legislatures can disapprove executive actions, overrule veto by the President and can pass the laws according to the requirements of the administrations. The Supreme Court, will accept suits against public officials and government, it is a power of authority that was quickly periodic to mean that the constitutionality of legislation and executive acts were focus to judicial review. President and Vice-President and other officials of the administration can be separated by the legislature if they found guilty of 'extraordinary crimes and offenses' and at the same time judges can be impeached for abuse of an idea insecurely defined as good behavior. These division of powers between national state governments and balancing of authority among the important organization inside the national government was an elegant reflection of the philosophy of Madison which believed that all men folk having authority must to be disbelieved.

Customarily, public administration has been apprehensive with the policies and activities official government of the country which consists of their structure of the organization, decision making, and the measures of behavior. As it is presently observed as Globalization, which has substantial consequences for the management of public affairs of the country contextually as well as functionally. The drive of this is to definitely bring out these consequences by engaging public administration inside the background of present globalization procedure and dialogue. In the preset day there is nearly universal appreciation about the vital requirements of rearrangement of public administrative method of the country but the drive and contents of reform are far from clear. Globalization has been defined in many means and its novelty has also not gone unopposed.

## **19.5 Policy Making:**

It is ethical leader to the activities taken by the state administrative executive branches with respect to a class of issues in a manner consistent with law and organizational traditions. The basis of public policy is composed of national constitutional laws and regulations, along

with judicial explanations and regulations which are usually approved by legislation. If there is a strong public policy then it would solve most of the problems professionally and very efficiently, serve justice support governmental organizations and its policies and inspire active citizenship. Some of the scholars defined policy making as a method of “courses action, regulatory measures, laws and funding priorities concerning a given topic promulgated by a government entity or its representatives”. Public policy generally alive in constitutions, legislative acts and decision of judiciary.

Policy making is one of the primary acts of the government and in preset scenario it is the responsibility of government to take care of its citizens and before making policy it has to perform number of activities. Public policy making can be categorized as an active, multifaceted, and communicating method by which public problems can be recognized and disputed by making new public policy or by improving current public policy. Public problems can invent in boundless means and need dissimilar policy answers like, regulations, subsidies, quotas and laws on the local, national, or international level. Public policy making is an uninterrupted procedure that has several reaction circles. Confirmation and assessment are important to the operatives of this method. The problems of the public that effect in public policy making such as, economic, social, or political nature. Every method is predisposed by diverse public difficulties and therefore necessitates diverse public policy.

A policy can be defined as a set of rules which can be applied to attain definite anticipated goals. According to Richard Rose who defined policy making as, “A policy is not a decision but a course or pattern of actions”. In fact the policy actually provides the background inside which all activities for the success of an objective are to be stimulated. According to Robert Eye Stone, public policy defined as, “a relationship of a government units to its environment”. Whereas, Thomas R. Dye, defined it as, “Public is whatever government chooses to do or not to do”. In the Indian perspective, public policy can be defined as government instructions and programmes measured separately or collectively which means the authoritative decisional production of a political system in the procedures of laws, ordinances, court judgment, executive orders pronouncements or even unrecorded accepting of what is to be prepared.

In public policy making, many persons and interest crowds contest and cooperate to impact policymakers to perform in a specific method. The huge set of performers in the public policy process, are politicians, civil servants, lobbyists, domain experts, and representatives from the industry, use a multiplicity of strategies and tackles to progress their goals, comprising of their positions publicly, endeavoring to instruct followers and challengers, and organizing associates on a specific subject. Several performers can be significant in the public policy

making procedure, still, officials from the government eventually select the 'public policy' in reply to the public matter or difficulties at hand. In achieving so, government officials are predictable to encounter ethics of public sector and take the wants of total stakeholders into consideration.

Subsequently cultures have altered in the previous decades the public policy making method also altered. Currently public policy making is gradually target oriented, pointing for assessable outcomes and objectives, and decision centric, and concentrating on choices that need to be taken straightaway. Moreover, mass communication and technological modifications have produced the public policy method to become further multifaceted and interrelated. These modifications stance innovative tests to the present public policy systems and force them to advance in order to continue operative and well-organized.

### **19.6 Objectives of Public Policy:**

The public policy either it can be a micro or macro perspective and micro policy will deals with a definite or local area whereas, macro policy has more wider applications. It can be employed in the entire state or in the economy. It can be observed that macroeconomic or macro political policy purposes are guaranteed to have several mutual grounds. Public policy involves a manipulation of different social, economic, and political variables such as, taxation, price level, income, employment, public expenditure, and money supply and so on. There are several variables in which policy makers are finally interested these are for instance, employment, price stability, economic growth, balance of payment equilibrium etc. the important macro policy variables or the aims of the public policy making such as, price stability, generation of maximum employment, economic growth, income equality and balance payment equilibrium. The policy makers categorize the objectives into short term and long term depending upon the immediate and distant socio-economic conditions. First they try to accomplish the short term goals, then they plan for the long term goals.

### **19.7 Difference between Rule and Policy:**

It is understandable that generally the word policy is sometimes confused with the word rules, customs, procedures etc. in fact there is lot of difference in between them, 'policy' is a dynamic and flexible and 'rule' is specific and cannot be flexible. Policies are generally broader than rules and are state din more general language. Policies works as guides to activities and rules essentially state what should or what must not be done. Rules are generally protected by particular, specified penalties, whereas, policies permit space for difference in their use without involving instant, exact and specified penalties.

## **19.8 Conclusions:**

Public administration means the execution of the policies of the government and also subject of academics which deals with the execution and prepares civil servants so that they can work for the public. The primary aim of the public administration is to enhance management and policies so that government can work properly. It can appoint chief executives, legislatures and public as its superiors. In the present day there is nearly universal appreciation about the vital requirements of rearrangement of public administrative method of the country but the drive and contents of reform are far from clear. Globalization has been defined in many means and its novelty has also not gone unopposed.

The basis of public policy is composed of national constitutional laws and regulations, along with judicial explanations and regulations which are usually approved by legislation. If there is a strong public policy then it would solve most of the problems professionally and very efficiently, serve justice support governmental organizations and its policies and inspire active citizenship.

## **19.9 Model Questions:**

1. Write in detail about the Public administration meaning, definition, features and the structure of the government?
2. Discuss about the definitions of policy and how policy can be formulated along with its objectives and differences of rule and policy?

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## Lesson 20

# NEW PUBLIC MANAGEMENT AND GOVERNANCE

### Structure:

- 20.0 Objectives
- 20.1 Introduction
- 20.2 Concept and Meaning of New Public Management
- 20.3 Modules of New Public Administration
- 20.4 Governance
- 20.5 Meaning and Definition of Governance
- 20.6 Recommendation on Governance by World Bank
- 20.7 UNDP Perspective on Governance
- 20.8 Contemporary Issues and Challenges
- 20.9 Conclusion
- 20.10 Model Questions
- 20.11 References

### 20.0 Objectives:

1. Students would be able know about the New Public Management
2. Students would be able to know about the Governance and the differences between government and governance

### 20.1 Introduction:

The word public management means, the functional side of the public administration with the stress on the management of business of the government or affairs of the public with specific aims, exact responsibility, measures of the performance and community orientation. It also stresses the use of current tools of the management and techniques, cost benefit assessment, private involvement acceptability and flexibility, social orientation along with advancing efficacy, economy and efficiency. Currently New Public Management (NPM) has become an important recommendation for indisposed public sector across the globe.

Garson and Overman stated that the, public management is not scientific or can be treated as administrative science, however it is still effected by them. This can be regarded as the inter-discipline study of general features of public administration that arrests the pressure among the coherent influential bearings on one side and political policy worries on the other

side. This NPM has become very widespread idea since its request as a striking answer to the difficulties of big and incompetent government. The New Public Management supports suggests that the employees of the government are a special kind of managers, it is obvious that politicians unable to tackle total alternates of agreements the needs by NPM for the sake of transaction cost reasons. It is very important that the government requires very experienced persons to negotiate, settle down and implement the innumerable agreements that are approaching in the new governmental tool by substituting the customary tools of public administration. The special group of managers are political managers, can be technically called as Chief Executive Officers.

## **20.2 Concept and Meaning of New Public Management:**

It states that the acceptance of novel standards of governance to create bigger competence, legality and trustworthiness of the organization. It also stresses the want to redefine relations among the service providers and the beneficiaries. It has three important productive inheritances for the area of public administration and they are as follows: 1. Tougher stress on the presentation inspired administration and insertion of presentation adapted to organizational measures, mechanical procedures and managerial doctrines.

2. An international dialogue on and a tougher comparative dimension to the study of state design and reforms of administration and

3. The combined use of economic, sociological and other progressive theoretical models.

NPM is regarded as the product oriented and objective motivated it targets at 3 Es' and they are, "efficiency", "economy" and "effectiveness". It highlights on evaluation of performance, encouragements to mangers, aims of productivity, inventions, approachability, competency, responsibility and market alignment. It also targets to attain a huge mechanical modifications and novel kind of state involvements to look for assistance and help from institutions of the community and empowerment of citizens. The important tactic by which the NPM, has been constructed is linked to the business and private sector.

## **20.3 Modules of New Public Administration:**

Stress on Performance of 3 Es':

The most important and first faith of NPM is enhancement in the presentation of administration, and at the same time it emphasizes the three Es' which are efficiency, economy and effectiveness.

Flexibility and Autonomy:



The ingredients consists under the NPM, flexibility and autonomy in the direction of the new formula for the improved performance or good governance. The supporters of the NPM, stressed that the liberating the rules and providing public managers superior flexibility and autonomy as the main feature in refining the public sector management.

Total Quality Management (TQM):

The philosophy of administration is known as Total Quality Management or TQM, in this an agreed of values and sequence of measurable techniques that are planned to recover and if required, alter the procedure of the institution from top to bottom so that the customers can be gratified totally by the products of institution, performance, methods and people.

Client Orientation:

The supporters of the NPM, place emphasis on a type of public management oriented to the requirements of the persons or clients. The focus of the clients is therefore, one of the elementary aspect of NPM. A foremost subject connected with the successful performance is the growth of a client attention or service excellence creativities in the public sector. It also targets at refining performance in service delivery as well as providing services which come across the requirements of the people, it includes discussion with clients what they need and features of services they chiefly value.

Devolution:

In order to attain 3 Es', flexibility, autonomy and client orientation it has become very necessity to have devolution or decentralization. it has several aspects which are stated by David Shand, like:

- Decentralization is the accountabilities to other stages of government
- Devolution form the centre to functioning departments, which consists of venue of autonomous organizations, and
- Devolutions with institutions.

Cost and Size reduction:

NPM, is all for de-bureaucratization and it works to cut the prices at large scale and there will not be any room for the bureaucracies and administrative machinery.

Performance Contracting:

It includes equally an amplified importance on performance and the growth of new answerability tool.

### Contracting and Privatization System:

In this, the government will sell commercial enterprises that have been dominated by the state. Government uses privatization some time to make use of private sector to execute public policies and progress at ease and execution of public programmers.

### The People Dimension:

It is obvious that, NPM, is not merely to set of measure of technicality at the same time has peoples' dimension, in the terms of institution it suggests praise structure and superior importance on operational units and larger or a smaller amount particular job conditions.

### Responsibility and Transparency:

It contains an efficient procedure of responsibility of public institution or public managers, it looks to guarantee an integral and applied machinery of responsibility and accountability, it also highlights sizes on performance, assessment of performance or severe control.

### Features of New Public Administration:

Orborne and Gaebler in their book, 'Reinventing Government', suggested 10 principles and they are as follows:

1. **Catalytic Government:** In this government must focus on catalyzing the public sector, private sector and voluntary or NGOs in the direction of resolution of the difficulties of the society and not merely providing services.
2. **Government by Community:** It is the responsibility of government to strengthen and empower the citizen, and communities so that they can resolve their difficulties. Therefore, it has to undertake different services from bureaucracy.
3. **Competitive Government:** The government must insert competition between diverse suppliers of goods and services by satisfying competence and economy.
4. **Mission driven Government:** The government must be determined by its aims and not by the rules and regulations.
5. **Result Oriented Government:** The government must find out the results by inspiring attainment of goals and mission focused efforts.
6. **Customer driven Government:** The government must treat clients as the customers it must meet and work towards customers and not bureaucracy.

7. Enterprising Government: The government must stress on earning money rather than spending

8. Anticipatory Government: it is the responsibility of government to recognize and stop the difficulties rather than treat them after they happen.

9. Decentralized Government: The government must decentralize the power, which means distribute power from higher to lower levels

10. Market oriented Government: it must go for market mechanism instead of bureaucratic mechanism.

## **20.4 Governance:**

The word 'government' in the theory of Anglo-American sense states to the official organization of the state, it is branded by its capability to make decisions and its ability to impose them. The government is agreed to mention to the formal and institutional procedures, which function at the level of nation state to preserve public order and expedite collective achievement. Governance is different from government even the NGOs performers of the civil society and private sector also play an important role.

Concept of Governance:

In year 1980s, the concept of governance came into occurrence, the vital aim of the government is welfare of the state and it is focused on the common citizen. Administration means planned bureaucracy with rules and regulations, whereas, governance means, the most effective kind of administration. There is difference between government and the governance.

The differences are: Government is mainly responsible to provide governance, government is pillar then governance is structure, if it is like skeleton then governance is like flesh, government is rigid then it is flexible, government has narrow perspective then it has, broader perspective, government is negative in nature then it is positive in nature, government deals with formulation of policies whereas, it executes, it deals with the maintenance of law and order but the main concern of governance is welfare of the state.

It is observed that, the governance is people friendly and it refers to the human being and its welfare and effective in administration. It is observed that the government agencies in the countries are not performing to the ambitions of the people. It is not due to internal elements but also external element playing a role in it. The expectancy of the people is growing day by day and by generating new measures to the procedure of administration and governance. In

fact governance help in connecting the government and people so that it creates an assurance of the government. Hence, governance emphasizes on results, quality service and gratification of the people. Liberal democracy is philosophy of the governance and market oriented economy is the key point of the concept of governance.

## **20.5 Meaning and Definition of Governance:**

From the middle of 1990s, the literature in public administration primarily focuses on 'governance', in reality the word governance, looks to have substituted public administration in the literature, hence, it is very problematic to recognize a generally accepted definition on governance.

## **20.6 Recommendation on Governance by World Bank:**

The governance is regarded as the act of exercising control over the actions of persons, the World Bank defined governance, in its report as, "exercise of political power to manage a nation's affairs. In another article, in 1992, titled 'Governance and Development', it defined governance as, "as the manner in which power is exercised in the management of country's economic and social resources for development".

This definition of governance advanced by other institutions to contain the amount of democratization to show legality of the State, media, freedom; transparency in administration to encourage responsibility of government, individual and group rights, involvement of people in administration to found Rule of Law and respect for human rights, and lastly to competence of government to formulate policies and execute services to the people.

## **20.7 UNDP Perspective on Governance:**

The concept of governance has been found to have varying definitions according to UNDP, they defined it as, "the exercise of economic, political, and administrative authority to manage country's affairs at all levels. It comprises mechanisms, process, and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations, and mediate their differences".

This definition indicates that government has two important aspects; country and citizens. Governance is how a political entity (state) manages and governs its jobs through exercising power via its different institutions.

The Global Development Research Centre (GDRC) in 2004, gave the definition of governance as, "The science of decision making. The concept of governance refers to the complex set of values, norms, process, and institutions by which society manages its

development and resolve conflict, formally and informally. It involves not only the state, but also the civil society to the local, regional, national and global levels”.

By the above definitions it is clear that it differs from institute to other, every institute has given its own definition by emphasizing one aspect or set of aspects that make up the nature of governance. Whereas in all they have one aspect common that is governance is not synonymous with government instead government is one performer among many internal and external interactions with other performers.

### **Views on Governance in Indian Perspective:**

The basis of governance is needed to guard and withstand good for everyone the necessary duties and conduct of officials of the public have been stated in the different scriptures of Hindu religion and culture. The main basis of good governance is ‘dharma’ which is righteousness, the king along with ministers and state officials taken oath that they will uphold the dharma, and perform accordingly for the sake of common well.

According to Santiparva chapter XC, verse 3, the main function of the king is to guard dharma and to be free from idleness and wishes. In the Arthashastra of Kautilya, the king has to perform in very righteous way. In the welfare of people his welfare is embedded whatever pleases he must not think that it is good but whatever makes his subject happy should think good.

Therefore, governance refers to the governability of a polity, the capability of political system to govern effectively and give required political situations for socio-economic improvement.

### **20.8 Contemporary Issues and Challenges:**

The present public institutions should discuss societal obedience with their decisions and negotiate compliance with agreements for service delivery rather to execute programmes for the people directly even for a capable and well intentioned government to attain situations for good governance. In most of the developing countries, which are undecided and divided with social and ethnic faced with internal and external terror, it becomes very problematic even for competent government to attain conditions for good governance. The challenge of any state is not the competitive populism or completion of some desire table but it is about the reinstating the fundamental values to these organisations and safeguarding their provisions through autonomous supervisory body.

## **20.9 Conclusion:**

It can be stated as that customer emphasis, autonomy and performance narrowing seems to be encouraging a novel essence on invention in public service managers. NPM is not a set of practical procedures but has the dimension of the people. By the help of NPM, public sector decision making are planned to manage easily by the managers of the organisation. It has uncovered the over threatened bureaucracy to models of management, if accepted in careful way then improvement can be seen.

The word 'government' in the theory of Anglo-American sense states to the official organization of the state, it is branded by its capability to make decisions and its ability to impose them. In year 1980s, the concept of governance came into occurrence, the vital aim of the government is welfare of the state and it is focused on the common citizen. Administration means planned bureaucracy with rules and regulations, whereas, governance means, the most effective kind of administration. There is difference between government and the governance.

## **20.10 Model Questions:**

1. Discuss in detail about the concept and Meaning of New Public Management?
2. Write about the modules of New Public Management?
3. Discuss in detail about the governance?

## **20.11 References:**

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## Lesson- 21

# PUBLIC ADMINISTRATION IN THE CONTEXT OF GLOBALIZATION, PRIVATIZATION AND LIBERALIZATION

## Structure

- 21.0 Objectives
- 21.1 Introduction
- 21.2 Globalization and Public Administration
- 21.3 Notion of Globalization
- 21.4 Liberalization
- 21.5 Privatization
- 21.6 Globalization in Political Aspect
- 21.7 Globalization as Novel Costume of Imperialism
- 21.8 Influences of Globalization on Developing Countries
- 21.9 Conclusion
- 21.10 Model Questions

## 21.0 Objectives:

1. Students would be able to know about the globalization, privatization and liberalization
2. Students would be able to understand globalization, privatization and liberalization influences on public administration
3. Effect of Liberalization, Privatization and Globalization (LPG) on developing countries

## 21.1 Introduction:

It is very clear that the globalization has given a new look to the nature and possibility of public administration, it brought a change by providing more malleable and less hierarchical and adjustable type of discipline with the help of networks and collaborations. It paved the way for new type of discipline in public administration. Since 1990, the introduction of globalization factor throughout the world it did not have withdrawn but it has shown new developments which readjusted to the global challenges. Though the term 'globalization' was promoted in 1990s, but it was coined for the first time in 1959 in "The Economist". According to Waters (2001) stated that the term "global" has a 400 years of history, whereas, Robertson has acknowledged five individual stages of improvement of globalization and they are, "the germinal phase" (Europe: 1400-1750), "the incipient phase" (Europe: 1750-1825), "the take-off phase" (1825-1925), "the struggle for hegemony (1925-1969), and "the uncertainty phase" (1969-1992).

## 21.2 Globalization and Public Administration:



Globalization has amplified the need to have more positive public administration, because the old customary public administration is mainly based on bureaucracy, stiff hierarchy and more importantly the principles of the organization which are outdated in the present scenario, in fact the public administration has been transformed structurally and functionally. If we observe metamorphosis in structure of public administration, one can see definite changes with regard to socio-economic and political areas under the globalization. This has made the stiff hierarchical and bureaucratic type of governance has given the way for more flexible de-hierarchical and post-bureaucratic type of governance grounded on the networks and partnerships.

At the same time, at the functional level also one can observe the deep metamorphosis in the method of delivery goods and services. Till recently it was regarded as services and goods as the prime duty of the public administration but with the presence of globalization and ultimate rolling back the welfare state accompanied new collaborative kind of public administration by which the administration has accommodated to deliver public goods and services in collaboration with different other partners and NGOs, working at society levels. Therefore, public administration in the present times of globalization has been throw on new role of facilitator by privatization of most of the welfare duties of the delivery system. There are different kinds of procedures have been used to help welfare delivery in the welfare system like, contracting out, encouraging private provisions, introduction of quasi-markets, voluntary sector utilization etc.

Though the reasoning of having public administration varies generally for states, a pulsating public administration is fundamental for its sustenance. As Farazmand has supported about its continuity as a self-conscious enterprise and as professional filed, he pronounced that corporate welfare state has taken the place of customary administrative state with consistent modifications in the wake of globalization. In the customary public administration there is an elaborate administrative mechanism which is called as public administrative model, which has five characteristic features such as, bureaucratic structure, professional domination, accountability to the public, equity of treatment and self-sufficiency. These services had come under severe challenge with the emergence of market alternative advocated by the new right movement in the west from late 1970s to beginning of 1980s. The most important step such as privatization of welfare delivery was approved on the alleged reason of efficiency and economy. The introduction of globalization package under the grab of Structural Adjustment Programme (SAP) in the beginning of 1990s had further highlighted demand suggested by the advocates of New Rights movement.

Public administration, by nature is co-terminus with state administration and it has undergone deep change with the emergence of globalization, it has recommended the neoliberal formula of market involvement by rolling back of the state. In the beginning it was in custody, that globalization would have spelled doom for public administration apiece, moreover, as it turned out in reality the prescription of rolling back the state was driven out of proportion and so was the apprehension centering round it, as the absolute rolling back was neither possible nor feasible. In reality globalization has led to reconfiguration of political power with a fundamental aim of re-locating the state concerning non-governmental sector which includes market, NGOs, civil society organization, people's initiatives etc. Farazmand and other scholars shown that the influence of globalization on public administration was not as detrimental as it was be scared originally. Instead the globalization has brought in at least five major changes in the character of modern state, the appearance of governance organizations such as, IMF, World Bank, WTO etc., in the rouse of globalization and have

stern suggestions for administrative systems, growing interdependence, free flow of information, more stress on partnering role and the most important change in the public administration is the shift of administrative welfare state to corporate welfare state. It is because that the institutions have imposed uniform code of conduct.

### **21.3 Notion of Globalization:**

Globalization has taken the society with extensive force, there is hardly any consensus among the scholars and practitioners alike on the meaning of the term. Even after the two decades time the discourse remains as uncertain and shapeless as ever. Moreover there is no shortage of literature on the subject as authentic scholars and have drawn from most of the branches of human knowledge, forayed into the fields of study. The concept of globalization became subject to all types of interpretations. The Handbook of Globalization, Governance and Public Administration has suitably taken the conceptual dilemma in the following words: "Globalization has meant many things to many people, the ideas are diverse, interchangeable, and broad, so much so that it is easy to fall into a definitional trap, for example, economist consider globalization as an advanced step towards a fully integrated world market. Political scientists view it as a march away from the conventionally defined concept of the state with territorial sovereignty and the emergence of supranational and global covering bodies under a new world order. Business school scholars and consultants see globalization as a phenomenon driven only by the private sector corporations, not governments. These viewpoints reflect different lenses of seeing the world, and they promote the interests they are supposed to serve".

In the words of Petras and Veltmeyer about the universality of globalization they note: "(A) s both a description of widespread, epoch-defining developments and a prescription for action, it has achieved a virtual hegemony and so is presented with an air of inevitability that disarms the imagination and prevents thought of action towards a systematic alternative, towards another, more just social and economic order".

Farazmand stressed the complementarities between capitalism and globalization as both capitalism and state enhance each other and in reality the global merging of capitalism joined with the failure of socialism has further highlighted the public debate on globalization. The globalization is understood in several ways which include political, social and cultural dimensions, the word globalization can be abstracted by a three-way bunch of forces like, growing global economic interconnectedness, relocation of political cosmos and national sovereignty and extending enmeshment of global and local cultures.

Globalization mainly of economic in nature has been regarded with three different stages of development which is called as LPG (liberalization, privatization and globalization). According to Bahgwati, who defined economic globalization as the " integration of national economies into the international economy through trade, direct foreign investment (by corporations and multinationals), short-term capital flows, international flows of workers and humanity generally, and flow of technology".

### **21.4 Liberalization:**

Liberalization can be defined as "the opening up of the economy". National economies tries to safeguard national economy from being exposed to external competition by tariff barriers. Normally there are three types of barriers between and among the nations such as, geographical barriers like mountain ranges, seas, and others, liberalization is primarily need

to bring down the tariff barriers. Jiblerito and Mommen have recognized six modules of liberalization and they are as follows:

1. Privatization of state and parastatal enterprises so that it can decrease inadequacies and government security controls
2. High interest rates and credit squashes so that it can decrease inflationary trends
3. Trade liberalization in order to open up the internal market and expose local industry to world market competition and to boost foreign trade exchange
4. Domestic demand management, leading to a lowering of state budgets, and reducing expenditure in the social sector
5. Currency adjustments so that it can improve the balance of payment by raising import prices and making exports more competitive and
6. Free market prices so that it can eliminate distortions resulting from import taxes on luxury items. These modules of liberalization can be regarded as the SAP or essential preconditions for availing foreign loans.

## **21.5 Privatization:**

Privatization can be defined by Savas as, “act of reducing the role of government, or increasing the role of the private sector, in an activity or in ownership assets”. Savas has recognised at least four important forces or pressures after the advent of privatization as the potential treatment for the suffering private sector. These pressures are pragmatic, ideological, commercial and populist pressures.

The pragmatic pressure: is regarded as the demand for privatization developed due to the pragmatic causes. It is appealed to have given the required succor to cash-trapped governments.

Ideological pressure: is the demand for the privatization that comes from the liberals or New Right. With their intrinsic opposition towards representative democracy and bureaucratic types of management and the liberals have been suggested privatization as the possible remedy of oversupply and display.

Commercial pressure: in another prime stimulus for privatization deriving from the business groups have disapproved governments for draw off huge amount of money from the state budget in non-productive expenditures such as salaries of employees, works of predictable etc.

Populist pressure: it is the most mutual aspect to foot any type of alter, it is not only instrumental in making a bill, but the provisions of it is also mainly contingent upon the popular support. Savas has stated four “interrelated and mutually reinforcing strategies” to put privatization in practice, namely, load-shedding, devolution, user charges and competition. They are as follows:

A. Load-shedding: It is one of the most operative approaches of privatization, whereby huge loads from government are gradually decreased by “divestiture, default, accommodation and by the gradual replacement of government activity with market and voluntary activity”.

B. Devolution: It is one more approach of privatization, related to those areas where participation of government is inevitable, it can be said as, privatization can be made possible through decentralization by vouchers, franchises and contracts

C. User charges: it is another important approach of privatization practical wherever. The main aim for levying user charges is not to mobilize resources, but to notify the real cost of service.

4. Competition: It is other significant approach in privatization, in spite of the support of privatization for the success and competence, it has been similarly subject to Spartan blame for its recommendation of cutting government spending and the following pauperization.

Whereas globalization calls for assimilation of markets of the world-wide with free movement of labour force and capital from practically all directions. It was stated by Andrew Sobel, "multiple process by which people in one society become culturally, economically, politically, socially, informationally, strategically, epidemiologically and ecologically closer to peoples in geographically distant societies". It has been recognized three different types of infrastructures such as, 'physical' which is by transport and banking methods, 'normative', by trade laws, and 'symbolic' by English as lingua franc.

Meanings of Globalization: the Hand Book of Globalization, Governance and Public Administration, 2007, Farazmand has recognized six meanings of globalization and they are as follows:

1. Globalization as internationalization
2. Globalization as border openness
3. Globalization as a process
4. Globalization as ideology
5. Globalization as a phenomenon
6. Globalization as both a transcending phenomenon and a continuing process of capital accumulation

## **21.6 Globalization in Political Aspect:**

Globalization talks about reconfiguration of political order in the sense of politics it is accompanied in an era of 'geo-centric global politics' as a substitute of 'state-concentric geopolitics', which was instinctive as the Treaty of Westphalia, this was came into existence at the end of thirty years of war in 1648 and marked the starting of the sovereign nation state system. It was mainly grounded on the principles of territoriality, sovereignty and autonomy. In reality quite to contrary globalization has enlarged the urgency of 'reconfiguring political power' with an underlying aim of repositioning of the state concerning non-governmental areas which comprises of market, NGOs, civil society organization, people initiatives. Farazmand have stated about this as "The core of the state and administration persists in the broader sense of continuity. But major changes have been occurring as a consequences of globalization that alter the nature and character of the state and public administration from the traditional welfare administrative state to that of corporate welfare state".

Dillon stated as, "In sum, it is evident that sociologists vary in their appraisal of the role and power of the state in and amidst globalization. The extent to which the state becomes relatively impotent, or instead acquires new institutional significance as a decentralized actor, is an empirical question that remains to be answered over the new few decades. In the meantime, the unprecedented intervention of national governments in the US and in

European countries, in rescuing corporations and financial markets from further collapse during the recession of 2008-2009, suggests that the power of the nation-state and its various bureaucracies is not likely to soon diminish.

### **Globalization in Socio-cultural Aspect:**

The process and sustain of globalization is also depends upon the cultural and social aspects. Cultural elements are both a module and alternate of globalization. They made of two contradictory procedures mainly and they are cultural homogenization versus cultural specificities in terms of localization. The economic assimilation of global markets and required repositioning of political space can be likely if the above methods are sufficiently guarded by cultural homogenization. Robertson has acknowledged five individual stages of improvement of globalization and they are, “the germinal phase” (Europe: 1400-1750), “the incipient phase” (Europe: 1750-1825), “the take-off phase” (1825-1925), “the struggle for hegemony (1925-1969), and “the uncertainty phase” (1969-1992).

### **Definitions:**

The term globalization also evades correctness like other social concepts it is mainly confused with similar terms such as, globalism, global village, internationalization etc. we untie the concept by comparing with related terms. Principally speaking globalism meant for the ideological conviction, which pledges to assimilate global markets, whereas the term globalization talks about the process with four interconnected phases in the ideology of assimilating global markets can be brought into being. Farazmand has given the clear difference between two words globalization and globalism. The globalization is “an ideological system... a process means to achieve the goals of the globalism (the latter) and serve its interest”. Anthony Giddens has defined globalization as, “as the intensification of worldwide social relations which link distant localities in such a way that local happenings are shaped by events occurring many miles away and vice versa. This is a dialectic process because such local happenings may move in an observe direction from the very distanced relations that shape them. Local transformation is as much a part of globalization as the lateral extension of social connections across time and space”.

Waters defines, globalization as, “a social process in which the constraints of geography on economic, political, social, and cultural arrangements recede, in which people become increasingly aware that they are receding and in which people act accordingly”.

## **21.7 Globalization as Novel Costume of Imperialism:**

Is globalization bring imperialism back? Particularly in the manner the globalization has been estimated these days as compulsory and inevitable approach of governance. It is reasoned the new design of global market and the ambition of imperialistic approach colonizing the world, direct politico-military control over colonies not exists in present times. The origin of neoliberal package of globalization with its economic, political, and social scopes has given more opportunity to neo-colonizers to get back their position which they had previously. Immanuel Wallerstien an eminent American Sociologist prefers to call it “world capitalist system” instead of globalization. It is debated that the capitalist system which has come across severe crisis since 1960s has got a new life because of globalization.

### **Influence of Globalization on Public Administration:**

To understand the impact of the globalization we need to study this in two different possibilities and problems.

### **Possibilities:**

Some of the social scientists have recommended that the globalization did not bring all omnipresent destiny for public administration, but its presence encouraged public administration to readjust itself with the new improvements and thereby made it to bring the change in the efficiency and economy. It sought to bring post-Weberian and post-bureaucratic example based on specialization, flexibility and networking. The impact of globalization on public administration can be seen in three aspects like, structural, procedural and attitudinal aspects.

- **Structural Aspect:**

The entire public administration has been witnessed a major change structurally, previously it was state controlled and bureaucratically managed paradigm of administration and in the present times it has been changed to a more flexible, market based administration. Not like what Webber recommended public administration as experimental kind, grounded on the stiff adherence of hierarchy, rule – boundedness, neutrality and impersonality. The globalization persuaded administration with increased trust on decentralization of power, gratifying of hierarchies, reducing of bureaucracy, therefore the structurally: administration has become more transparent, and top-down administrative decision making had made the way for bottom-up system with increased involvement of local people.

- **Procedural Aspects:**

In the procedural level these following alterations have been occurred:

1. Leasing / Contracting out Services:

It the most important development and the contracting out the programmes of government to private entrepreneurs or service providers by the way of competitive bidding in cost-effective manner in the present days so that heavy amount is being saved by the government. Till recently public administration was accountable for implementing the basic requirements to the public, but of late, with the increased pressure on the exchequer, and with the emergence of the efficiency, effectiveness and economy in the presence of globalization had constrained public administration to give out some of its duties and responsibilities to the private service providers so that lot of money can be saved by the government. By this it amplified the spirit of competitiveness among the service providers so that it brought the change in the quality delivery as well. New Delhi in 1992, was the first city to bring large scale adoptions for privatization of bus services, slowly other metros followed it. In late 1990s Ahmadabad had given its most of the civic responsibilities to the private service providers to assure the efficiency and economy. The most important privatization activity is of electricity privatization in 1996 and contracting out development of city's important commercial street to Arvind Mills.

2. Quality Service Delivery:

Public Administration had an influence of globalization and it can be observed by the renewed interest in the delivery of quality services to the people. When the globalization has had its presence, the service Quality Initiatives (SQI) such as TQM, Citizens Charter, Counter services and others had become the part of public administration so that it can give

assurance to the standard services. TQM can be defined as the measures that are proposed to provide customers with fast, precise and polite services on regular basis, and the Citizens Charter is another initiative which deals about the quality reassurance in public service. Among all the initiatives it is worth mentioned about the TQM as the managerial technique of maintaining quality of services has been used by the city administration throughout the world. According to R. B Jain six aspects were very much essential in setting of Citizen's Charter they are as follows;

#### A. Standards:

These can be done by setting, monitoring and publication of clear standards for the services which are expected by the persons and publication gives the actual performance level against their standards.

#### B. Openness and Information:

It is another important aspect because it gives the information about the truthful and full information which can be available in normal language about the performance and the charges

#### C. Choice and Consultations:

It is required that the public sector has to play important role by providing choice wherever applicable and there must be regular and methodical consultations with the persons who uses such services. It is very necessary to know the user views and urgencies have to be taken into consideration for the ultimate decision making on standards.

#### D. Courtesy and Helpfulness:

This services providers such as public servants must wear the name badges, fairness in service must be assured and they must perform as per required by those who are using them

#### E. Putting Thing Right:

Whenever the things go in wrong way then full explanation, apology and swift and effective remedy should be offered, easy way to complaint methods, reviews must be introduced and sustained whenever necessary.

#### F. Value for Money:

Competent and economic delivery of public services which are affordable within the resources of the nation.

### 3. Performance Measurement:

The other significant procedural alternation was that was came into existence by the globalization was the rigorous performance measurement techniques. Because by this one can quantify the services given by any type of administration, performance measurement can hardly be regarded as a possible indication all the time.

- **Attitudinal:**

The most important impact of globalization on the public administration was apparently at the mental and psychological levels because there was a growing attitudinal change among the

administrators and the citizens, citizens have been at the centre of the development discourse. The customary perception was redefined as agile 'customers' to be always kept in good wit. Therefore, serving people has become the main and new requirement of the public administration now, as a result, the distance between the public and private got growing blurry, thereby given the way for the public-private NGO border. Therefore, the globalization has fetched new system of smart, slim and transparent administration infused with important aspects like 3 Es': Efficiency, Economy and Effectiveness.

- **Problems:**

It can be observed and noted that the globalization not only fetched with blessings but also gave some sort of problems for public administration. It brought new challenges for the administrative process, according to Farazmand, the negative consequences of globalization are, "they include the diminished or lost sovereignty of states, constraints on democracy, loss of community, concentration of the global power structure, increased centralization of corporate and government organizational elites, and increased dependency among less-developed nations on globalizing powers".

## **21.8 Influences of Globalization on Developing Countries:**

In most of the developing countries like Asia, Africa and Latin America had the mutual inheritance of colonial suppression and by which it witnessed the complications of low productivity in agriculture and industry. It was also noticed the Poor social index and the political underdevelopment etc. The uniqueness of these countries have acceptable the state led improvements aggressive and subsequently extravagant welfare measures, the welfare state has a devastating impact on developing countries. The developing countries had hurled vast aggressive in order to project these budding countries in the development route. The state and bureaucracy have been fastened in this mission of nation building, therefore, the welfare method with extravagant social segment which came into existence. These welfare state methods were working very well in perfect synergy with newly developed constitutional framework in these countries till it was astonished by powerful jolt known as globalization. The globalization has given a severe challenge to the developing countries as an amount of aid as an interim measure, these countries had to admit a SAP, which among others had an obligation to start their national edges for international trade and commerce. However, the supporters of globalization have pronounced if the globalization permissible to perform freely then it would open up the number of opportunities, the antagonistic influence of it cannot be completely ruled out. Whereas, globalization had developed inequality and irregular growth of capitalism, globalization had also recorded uneven and underdeveloped development. While some industrially developed capitalist countries gained a rich yield because of this globalization, but most of the underdeveloped countries had to face the increasing unemployment, pauperization, malnutrition and marginalization.

The first fatality of globalization in the developing countries is decline of social sector such as, health, education and infrastructure which were provided by the state previously, had to move out of social sector by the state because of the conditions compelled by the globalization aspect and left with the vagaries of market forces.

Secondly, the exposure of social sector to the market forces as a part of SAP, had a far reaching and pernicious influence for the developing nations because it led to exclusion, marginalization of resources and pauperization.



Thirdly, globalization has made the developing countries as extractive approach of economic development, these countries have found problematic to sustain in the globalized directive.

Fourthly, as a result of the earlier point, and the forces of globalization had severe consequence for the environment per se. The pressures of the developing and underdeveloped countries had further demonstrated the position of environmental degradation.

### **Global Justice and Responsibility:**

In the period of interdependence and global concerns for humanity in suffering matters of justice such as human rights or environment have temporary consequences and can hardly be limited within the boundaries of the country. The idea of global justice is more or less confused with international justice, Chris Brown has stated about it as, “implies that what we are interested in is the relations of state or nation, the kind of entities that make up the membership of the United Nations; justice in the case points us towards the normative principles that underline such relations, as encapsulated in, or summarized by, the practices of international society, more particularly the discourse of international law. Global justice, on the other hand does not privilege the nation-state in this way; here the referent object of justice is humanity taken as a whole, all the people who share our planet, and it is by no means to be taken for granted that their interests are best served by the normative principle that underlie interstate relations”.

### **Cosmopolitanism:**

Another significant philosophical source of the idea of global justice is cosmopolitanism, the Stanford Encyclopedia of Philosophy has defined it as, “The nebulous core shared by all cosmopolitan views is the idea that all human beings, regardless of their political affiliation. Do (or at least can) belong to a single community, and that this community should be cultivated. Different versions of cosmopolitanism envision this community in different ways, some focusing on political institutions, others on moral norms or relationships, and still others focusing on shared markets or forms of culture expression.

### **Public Administration under Globalization Liberalization Privatization:**

The bureaucracy need to take initiative to take up the competitive role because the policy of LPG affects the role, values and skills of public bureaucracy. It is regarded as the liberalization is the result of all direct controls of the government on the economic sector by deregulation delicensing and decontrol of pricing and distribution of products and services. Whereas, privatization is regarded as the transfer of public ownership to private persons as owners as that it will bring the efficiency and required inspire the investments and which will be helpful for the development of infrastructure and social programmes. Hence the globalization being the starting of world trade and by such it is making the entire world into a global market or global village. Because of these new alterations public administration become more important and has to adjust to it requirements therefore, it has to play a role of enabler, facilitator, partnering, collaborator and co-operation by the public private partnership (PPP) in different divisions such as, airlines, telecom, electricity, and other areas where PPP is necessary to control market and directly dealing the departments such as defence, law and order, foreign policy and atomic energy, while the social programmes and policies for its implementation has been partners with the charity organizations and the NGOs.

### **Modern Developments in Public Administration:**

As the development of science and technology progressed it carried the strain along with it and improvement in the area of Public Administration as the method of conducting the duties of the administration by the managers and as science, academics, field of study for students and scholars. There are different developments in the present times and they are as follows:

- **Public-Private Partnership (PPP):**

It is evident that there are certain variances in public and private administration and if they are brought together as a team in such areas of the strengths and it can give to the better of two worlds, public administration carries in its proficiencies on social concerns and policies. At the same time the Private administration can bring the efficiency in the management because of it has improvements in management, and by which it can meet the defined goals by the public policy.

- **Public Administration and Policy Making:**

It is very clear to all that the public administration cannot be looked as a separate entity from policy making, but in the present times it can be observed all the more foremost and effortlessly seen. The policies which are formulated are can be given a shape by the civil services by the exercise of choice and judgment in administering them and at the same time they are involved in the policy making by their indicative, methodical and explanatory roles.

- **Movement towards Political Economy:**

The economists in the present time have improved a new system of analysing the cost and benefits of government programmes and administrators are selecting more economics as a base of public administration that political science

- **Novel Emergent Aims of Public Administration:**

It is very clear that in the present times the main aim of the public administration is the effectiveness and efficiency are the principle aims of the Public Administration.

- **Staff and line units are gratuitous not antagonistic:**

The staff units and the field work agencies are known as line agencies, and they are technically focussed harmonisation and enabling agencies of upper management from where decisions come and the line agencies who implement them on the principally.

- **Public Administration and Human Relation Method:**

It the most important aspect of the new concept and it has brought major changes in the attitude, values and structure of institutions.

- **Peoples Involvement in Decision Making:**

The most important feature of this new concept is to bring people together in decision making and seeking their feelings and thoughts in any major policy makings and decision makings. By the help of this the minority groups and the poor will be involved in every decisions for making policies.

- **Decentralization:**

With the presence of this new concept the panchayats, municipalities and the municipal corporations have been given powers to make policy decisions for their region by the constitution.

- **Developing Variations in Bureaucratic Pattern and Behaviour:**

It mainly stress upon the competence, structure and hierarchy and it is regarded as the most significant of the democratic form of government for the improvement of the people and the welfare of its people. It mainly targets upon the change and alterations of the society but in the present times there has been an expansion, progress and spread of novel management techniques in the public administration. It is principally related to the reaching human goals now such as, life, freedom and search of happiness and it is also focuses upon the social equality, sensitivity to human suffering and social requirements.

## **21.9 Conclusion:**

The globalization has given a new look to the nature and possibility of public administration, it brought a change by providing more malleable and less hierarchical and adjustable type of discipline with the help of networks and collaborations. Robertson has acknowledged five individual stages of improvement of globalization. Globalization has amplified the need to have more positive public administration, because the old customary public administration is mainly based on bureaucracy, stiff hierarchy and more importantly the principles of the organization which are outdated in the present scenario.

Liberalization can be defined as “the opening up of the economy”. National economies tries to safeguard national economy from being exposed to external competition by tariff barriers. Privatization can be defined by Savas, he recognized at least four important forces or pressures after the advent of privatization as the potential treatment for the suffering private sector. These pressures are pragmatic, ideological, commercial and populist pressures.

## **21.10 Model Questions:**

1. Define the globalization, privatization and liberalization? And the influence of globalization on the Public administration?
2. What are the impact of Liberalization on the public administration?
3. What are the influences of globalization on the developing countries?

# POST- MODERN PUBLIC ADMINISTRATION

## Structure:

- 22.0 Objectives
- 22.1 Introduction
- 22.2 Roots of Post-Modernism in Public Administration
- 22.3 Concept and Meaning of Post-Modernism
- 22.4 Deterrotorialization
- 22.5 Concept of Postmodernism
- 22.6 Conclusion
- 22.7 Model Questions

## 22.0 Objectives:

1. Students would be able to know postmodern administration
2. Students would be able to understand concept and meaning of post-modern administration and other related aspects

## 22.1 Introduction:

Since the last one and half century scientist of social science have been constantly working with modern features of the modern environment in the society. Even the thinkers such as Durkheim, Max Webber and Karl Marx inferred modern way. If we look at the new word "postmodern" it can be understood as the modern has fade away and in its place is taken by postmodern. These sort of things can be seen in our daily life as some old things have been replaced by new ones. These trends specifies definite conditions in the future and in the run society would accept such new things, and these conditions of modern and postmodern co-exist and make pressures with each other. According to some scholars they say that it is not possible to express post-modernism in words because it challenges different social institutions the ontological assumptions about individual and society. Modernism trusts n organizational practicality, as the most important factor whereas, postmodernism exposes the rational process and rejects that such principles can be understood by administrators concerned.

According to P. M Rosenau, post-modern movement discards history, rejects humanism and resists any truth claims. But the modern scholars pronounce that study of public administration is mainly grounded on definite philosophical traditions and frequently include a discussion of philosophy in their analyses. 20<sup>th</sup> century gave the route for science and technology which was predominant in 20<sup>th</sup> century but in 21<sup>st</sup> century of post-modernism the world is developing away from them and the rejoinder against 20<sup>th</sup> century modernism proceeds the procedure of antagonism to hierarchy, support for socially omitted and oppressed groups and defense of group culture.

The post-modernists are against categorization they vary in their methods of venting changes and how to treat change analytically. In the case of modernists use scientific ways in social science such as analysis, statistical analysis, documentation, survey procedures and other such methods of inquiry. Whereas, post-modernists are totally disagree these procedures, instead they choose relativism to objectivity, they acme the misuses and extremes of modern civilization and also point-out the knowledgeable feebleness and inadequacies. They asks the primary expectations and procedures in social science they professed certain shortcomings in the scientific procedures of social science. It is obvious that the postmodern situations are considered by fragmentation as a substitute of totalization, a lucid thought is replaced by the method of reasoning. The tendencies in post-modernism seem to be more decentralization, internationalism and individualism. Postmodernism has spread out in all the fields such as, political science, psychology, sociology, anthropology, literature, economics, public administration etc. For instance in public administration, it believes in retreat from central planning and from reliance on specialists; in political science it asks about the hierarchical, bureaucratic decision making arrangements that function in carefully defined spheres; in psychology it enquires the conscious, coherent and logical areas.

## **22.2 Roots of Post-Modernism in Public Administration:**

The word 'post-modernism' was first coined in 1960s by critiques of literature, French and German philosophers such as Michael Foucault, Jacques Derrida, and Francoise Lyotard, Nietzsche and Heidegger. Even though the origin of post-modernism can be drawn to humanities, its thought can be realistic in the field of social sciences to reorganize the social sciences. In 1970s and 1980 this concept has been banquets in to the areas of architecture, arts, social sciences and management and organization theory. In USA, public administration, the essential of the postmodern dialogue was started by small group of scholars organised by Public Administration theory- Network (PAT-Net), which was formed in 1981 and held its first national conference in 1988 and they started deliberation on postmodernism. The book by Gareth Morgan, Images of Organization, written in 1986 and was influenced the members of PAT-Net, which talked about the current developments in organizational and cultural sociology and how our thinking about organization may be understood as images rather than as anything 'real', it is, in fact anti-foundation step at meta-theoretical stages. Regarding this level, Morgan stated that, 'we should think in terms of imagination rather than organization'. Whereas, to P. M. Rosenau, 'post-modernism also developed on account of social upheavals, political change, cultural transformations, deep philosophical discussions over core values and disciplinary crisis that took place in 1960s in western society and people were highly dissatisfied with the prevailing conditions'.

## **22.3 Concept and Meaning of Post-Modernism:**

To study the many subject approaches of social phenomena is post-modernism, generally stresses the explanation of language used within the methods related with setting within research practice in public administration rings. Hence, post-modernism interrogates the legitimacy of scientific approaches to public administration and other concerned subjects in social science and interrogates the significance of the concept of objective knowledge. The writers of postmodernism such miller and Fox who are frequently apprehensive with the contrast between current state of public administration and numerous standards set out in normative theories they adopt goals towards public administration must develop in postmodern epoch. These post-modernists recognize social reality in a diverse way when linked to the modernists and the supposition made are completely dissimilar.

In post-modern theory the concept is known as 'reflective interpretation', Farmer stated it as, the purpose of reflective interpretation as a method of analysis is to ask persistently if things which are viewed one way based on prevailing assumptions, might not be viewed in a dissimilar method by other expectations about the social construction of reality. Whereas, the behavioural scientists questions what things are reflective interpretation asks about what things appear to be. It is stated by Farmer as, "pyrrhonist" method, and it is evident that difference among them. The other concept according to Miller and Fox is post-modernism is perspectivalism, which denies the presence of great reality. Perspectivalism is the method of investigation takes place in the context of 'ground realities', which includes local intensions, context, linguistic meaning and social practice. The other significant aspect of post-modern assume is the variance among appearances and reality in many parts of public administration. Farmer gave the instances like myth that capitalist enterprise is discrete from and contrasting by government and the network laws.

Post-modernism consist of expectations connected with imagination, deterritorialization, deconstruction and alteration. Imagination pledges the restrictions of rational bureaucracy based on rule observance, whereas, the modernist depend on rationalization and the post-modernist depends upon imagination. The writers of post-modernist like John Farmer positioned imagination in between perception and intellect and it is in fact convert impersonations into opinions. Deconstruction of texts, events and symbols reveals how reality is socially constructed so that new perspectives can be enable and it is the type of post-modern study. It is obvious that destruction tears text apart, discloses its flaws and expectations. Farmer used the process of deconstruction to ask what lies beneath the well-recognized categories like bureaucratic phenomena. Gillory, another post-modernist stated that, language does not have timeless or eternal meaning but instead the meaning is a reflection of specific context. It is obvious that the public administrators must utilize the procedure of post-modern study so that they can reconsider their fundamental assumptions which are based on fixed paradigms, concepts and categories, according to Farmer, improving efficiency does not provide good administration because society contains marginalized section of people, poor, downtrodden and oppressed and women are not liberated but in the society where such things are not been observed is regarded as well administered society. Hence the efficiency is not a significant factor in post-modernism. Dwight Waldo sated about efficiency as, it should be within the framework of consciously held values in the society. Under the post-modern situations the alternate values like, equality, fairness, utility and autonomy may be fostered, should meet the official needs of the modern approach to get appreciation in the design of policy.

## **22.4 Deterrotorialization:**

It denotes radical changes in the structure of thinking under post-modernism, differing such rationalist concept as essential arrangement and other authority based structures. Alterity regarded compassion with new attention on socially omitted and oppressed groups, in such procedure the modern expectations underlying representation is neglected. Which means the end of logo-centric metaphysics of existence.

### **Alterity:**

In the public administration it is regarded as, the moral stand that counter balance the standard efficiency of bureaucrats. But Farmer definitely takes an anti-administrative stand in this esteem, he desires administrators to become less authoritative and more service oriented, he stated that there is, no one way of understanding and diversity should be promoted. He promotes for alternative method to examine social phenomena.

### **Discursive Democracy:**

Actually Fox and Miller under theory of dialog developed this discursive democracy. It is contrary to the dominant loop-theory of democracy, it suggests a pro-active role for administrators, while, the loop-theory suggests a passive role. Fox and Miller extended the arguments of Rosenau (1991), who held that post-modernism rejected the meaningfulness of representative democracy.

### **Practicality/ Pragmatism:**

Post-modernism depends upon collaborative pragmatism, the administrators must be practical in their relations with the population, and they must seek adaptive methods to create a democratic surroundings. To guarantee the citizens do not brawl for access with in bureaucracy. The post-modernists pronounce there must be reorganization of the government with its people and the involvement of civil servants in their environments as cognizant persons in the democracy. Pragmatism mainly relies on research and wisdom over experience and not the inflexible devotion to any specific method of governance. Instead it must be grounded on democratic consideration with its several realisms and conflicts. Public administration should be more 'facilitative' in the sense that it must mark determinations to include citizens in the administrative methods by collaborative practicality.

The post-modernist states that, administrator must be transformative, facilitative and public-service practitioner, under post-modernism there is another concept known as "Critical Theory", which states as, administrators work towards deliverance. The main function of administrator is like a negotiator in critical analysis or in the method of determining the tensions and stress which ascend on account of ambiguities, antagonism and refusal.

### **Anti-Foundationalism:**

An effort to an earth examination or thought on pre-given principles, supposed to be true away from "mere belief or unexamined practice" is foundationalism, and disapproval of this is known as anti-foundationalism, and Stanley Fish states it as, questions of fact, truth, correctness or validity and clarity can neither be posed nor answered with situation to some extra-contextual, ahistorical, non- circumstantial fact, or rule or value. Anti-foundationalism is term realistic to any philosophy which discards a foundationalist method, which means, an anti-foundationalist is one who does not trust in fundamental conviction or principle which is the main base of investigation and knowledge. Anti-foundationalism discards the knowledge of single integrated whole in which the whole thing is interrelated finally. The knowledge which is existed because we made it resists that reality happens only in statements and not in actuality.

### **Hyper-Reality:**

The actuality has collapsed and what we observe is only conjured up over images, symbols, signs, illusions and through simulations, which is fact according to the post-modernists.

### **Dissimilarities between Modernism and Post-Modernism:**

#### **Modern and Postmodern Circumstances**

<b>Modern Justification</b>	<b>Postmodern Thinking</b>
Production	Consumption
Integration	Differentiation
Global Vision	Particular Vision
Interest Organizations	Social movements

Bureaucracy	Adhocracy
Party Politics	Personality Politics
National Culture	MTV/Reality TV
Planning	Spontaneity
Reason	Imagination
Wholes	Fragments

The left side of the table deals with order and on the right side of the table deals with disorder, if we observe from left side to right side, it is the version of Weber's iron cage. Whereas modernity stand for interconnection and postmodernism is about disintegration. If we observe modern society from a customary perspective, then it comes across as very disordered: people were displaced from rural and village life to city life and it depends on the viewer's perspective.

According to customary modern view, public administration must attempt for instigation the societal common good and not just for any particular group interests. Nevertheless, the post-modernists do not accept with this idea and they consider public administration must deal with the needs of particular groups such as, poor, downtrodden, women and minorities. They have been tilted type of justice and not universal type of justice taking on all sections of the society.

Public administration is less receptive in the broad discussions of post-modernism, as one can understand that the public administration has developed a scientific approach in different branches of the social and economic development, but post-modernism does not give any distinction to scientific studies. They do not work with factuality or they observe any acceptable scientific means for representing a reality. There are two kinds of modernists they are called as affirmative post-modernists and skeptical post-modernists. The affirmative post-modernist will have positive, optimistic and look for the social movements to understand the various pulls and pressures in the society. Whereas, the skeptical post-modernists see society as highly fragmented and disintegrating, plunged in disorder with deep-seated dissatisfaction.

## 22.5 Concept of Postmodernism:

The fall of USSR, and the affecting retreat of Marxism which directed to resurgence of the old and new alternative theories. One of such important philosophy which demanded the end of Marxism is postmodernism. The primary belief of postmodernism is abreach or incoherence with modernism that is embedded in the enlightenment that characterized rationalism, techno-centrism, the standardization of facts as well as invention, a trust in linear growth, humanism and in complete and common truth.

Postmodernism discards the modernism, stresses transfer from its central doctrines and it denotes the affinities in the larger culture and society. Some of the concepts, beliefs and features listed below:

1. The postmodern characterizes condition thinning of factuality or improvement of hyper-reality, the words and symbols become significant in narrow framework and they may not last for long.
2. The concept of national culture cannot be seen but, the stress is on micro or sub-cultures.
3. There is no total factuality or reality and this reality is developed by the society
4. There is no definite structure and it differs by the subjective perceptions



5. The dispute can be seen in the causative analysis of historical or social circumstances
6. All types of totalizing thought and met-narratives are disallowed
7. The four methodological sins of modernism such as universalism, functionalism, essentialism and reductionism and they do not have any proper place in postmodernism.
8. Language and symbols are vital to power, postmodern discourse is deconstructive in nature and pursues to aloofness us from fact, information, authority and linguistic.

### **Postmodern Administration:**

It is observed that the postmodernist theory of public administration is based on the moral principles of democratic, classless free polity. It differs the likelihood of universal theory of public administration. This theory is generally labeled as constructivism is grounded on the trilogy of post-behavioural views of public administration, namely the critical theory, the phenomenology and structuration theory.

### **Critical Theory:**

It is post-Weberian conceptualization of the Frankfurt school, which has the important influence on social sciences in general and public administration in particular. A foremost advocate of critical perspective is Jurgen Hebermas, who argued as, "Access to a symbolically structured object domain calls for procedures that are logically distinct from those developed in the natural sciences". He tried to demarcate critical theory on the interpretive schemata from strictly empirical analytic science. This particular theory of public administration desires spare of the roasting effects of techno-administrative authority of bureaucracy through DE bureaucratization and democratization of administration is grounded on the unrestricted stream of communication and description of intrinsic ambiguities in hierarchical relationship.

### **Phenomenology:**

It is methodological response to the supposition of the positivist and behavioural schools of public administration. The theorization of phenomenology of public administration which is based on central construction, it the product of by the interaction circumstances of the people rather than objective based structure. The presence of organization, in actuality in the minds of people and they do not have any stable, universally accepted presence of object. The organization functions by the inter-subjective and collective experience of the people, but not the top down commands of the hierarchic superiors.

### **Structuration Theory:**

This theory of Structuration was expressed by Anthony Giddens, which is grounded on the social construction actuality, Anthony Giddens contends, that the social organisations like, institutions are based in social methods and those social- structural restrictions confines the prospects of action. Bureaucracy as a structuration of recurrent performs, an accumulation of habits, outlines of social practices that reappear in rule-like fashion. Hence, the bureaucrats are regarded as the customary of social habits and social constructions considered as recursive rehearsal and that they are social constructions rather than entities.

The theory of discourse is pronounced by Charles J Fox, and Hugh T Miller is the latest person, it is the most radical of the postmodernist public administration theories. This theory has a multicultural visualization of public policy and administration. This theory discards

deterministic opinion of public policy and administration that grips a conclusion made by central elite has a determinate consequence on administrators down hierarchy. The salience of post-modern critique of public administration stalks from its refusal of public managements as a convention that is knowledgeably insolvent and constitutionally improper. It condemns normativism and involvement of citizens as communitarian doctrines. It also discards Politics-administration dichotomy of Wilson, Taylor's scientific management paradigm and Webber's ideal-typical bureaucracy and label this as trilogy as orthodoxy.

## **22.6 Conclusion:**

The postmodern public administration has been criticised because of the enlightenment and its modernistic significances, with the bureaucratic organisation and its coherent methods as representations. If we look at the new word "postmodern" it can be understood as the modern has fade away and in its place is taken by postmodern. These sort of things can be seen in our daily life as some old things have been replaced by new ones.

Postmodernism does not recognize the universal values of public administration, centrality of administration, superiority of representative democracy, civil service neutrality superiority of legal-rational authority and bureaucracy, participative administration.

The postmodernist theory of public administration is based on the moral principles of democratic, classless free polity. It differs the likelihood of universal theory of public administration. This theory is generally labeled as constructivism is grounded on the trilogy of post-behavioural views of public administration, namely the critical theory, the phenomenology and structuration theory.

## **22.7 Model Questions:**

1. Describe about the Post-modern public administration, Roots of Post-Modernism in Public Administration?
2. Write the meaning and concepts in post-modernism and between modernism and post-modernism?
3. Write a note on post-modernism as a concept?